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with responsibility for the technical operation of providing the sound signal for the British Broadcasting Corporation (BBC) and the Independent Broadcasting Authority (IBA). This unit might also be responsible for the production of a master tape of broadcast proceedings which would be additional to tapes used for broadcasting and would be used, for instance, for archival purposes. Although the committee recommends that proceedings of standing committees and select committees sitting in public should be broadcast, it does not consider it practical to maintain a permanent record of them.

Copyright, says the committee, will need definition since the House of Commons will wish to know the exact position in this respect, and under what circumstances tapes of broadcast proceedings may be used by the broadcasting authorities on different occasions and made available to outside persons and bodies for specific purposes. Consideration should also be given to the matter of parliamentary privilege in the light of the Report of the Committee on Defamation (see p 170, 1975) which recommended that absolute privilege should apply to live sound broadcasts.

The committee draws attention to the question of accommodation and points out that much will depend upon whether broadcasts are to be made from the House of Lords as well as from the House of Commons. An important item for consideration, says the committee, will also be that of the cost of the operation to the BBC and IBA, and whether a proportion of both capital and running costs should be met by Parliament and by the Department of the Environment (which is responsible for the upkeep of the parliamentary buildings).

House of Commons Debate

A debate to consider the Select Committee's report and the proposal that public sound broadcasting should be arranged on a permanent basis was held in the House of Commons on 8 March (*Hansard*, cols 123-64). The debate was adjourned before a decision was taken in order to allow further time for Members of Parliament to speak at a later date.

Royal Commissions on Legal Services

The establishment of a Royal Commission to inquire into the law and practice relating to the provision of legal services in England and Wales was announced by the Prime Minister in the House of Commons on 12 February (*Hansard*, cols 617-24). A similar Royal Commission for Scotland was announced on 2 March (*Hansard*, written answers, col 511).

The commissions will consider whether changes are desirable in the public interest in the structure, organisation, training, regulation of and entry to the legal profession, including the arrangements for determining its remuneration, whether from private sources or public funds, and in the rules which prevent people who are neither barristers (advocates in Scotland) nor solicitors from undertaking conveyancing and other legal business on behalf of others.

The Royal Commission for England and Wales will be able to include within the scope of its inquiry the legal profession in Northern Ireland.

The names of the commissions' chairmen and members have not yet been announced.

Direct Elections to the European Assembly

The whole range of issues which arise in relation to proposals for direct elections to the Assembly of the European Community, or European Assembly, has been presented to the British Parliament in a Green Paper (a document for discussion) entitled *Direct Elections to the European Assembly* (Cmnd 6399, HMSO, 38p, ISBN 0 10 163990 2). The Assembly has at present largely a consultative role but it has certain powers of control over the Commission and the budget of the Community.

At present, members of the European Assembly are nominated by national Parliaments from among their members. The Treaty of Rome provides for the introduction of direct elections to the Assembly. 'There is now', in the words of the paper, 'a strong feeling in the Community that the time has come to do this.'

The British Government is already in consultation with the political parties on the matter. The paper continues: 'Debates in Parliament must precede any firm commitment by the Government to any of the detailed arrangements for, or the timing of, the introduction of direct elections. Thereafter, once agreement has been reached on the questions which are to be decided by the nine member states, a convention or treaty will need to be signed and ratified and it will be necessary to introduce a Bill making provision for the holding of the elections.'

Timing

Decisions concerning the elections will have to be taken at two different stages, first in the Community and then in Britain. The Government will need to take a position on certain matters, such as the size of the Assembly and the frequency of the elections, in discussion with the Governments of the other member states. It will be necessary for the Government to be able to put forward British views on these issues at the next meeting of the European Council in April 1976. Other questions, such as the electoral system and procedures, will have to be decided by the British Parliament. Decisions on these matters are not required immediately. Indeed some of them, such as the drawing of constituency boundaries, cannot be settled until after agreement has been reached among the nine on such questions as the number and distribution of seats in the new European Assembly.

Scottish and Welsh Assemblies, and Northern Ireland

The paper states that, with regard to the relationship between the question of direct elections to the European Assembly and the creation of Scottish and Welsh Assemblies (see pp 467-70, 1975), the Government's preliminary view is that 'the issues involved can and should be kept separate. The timing of direct elections would have to be consistent with the plans which the Government are considering for setting up Scots and Welsh Assemblies. . . . Again, direct elections to the European Assembly should not cut across arrangements for the establishment or election of any new legislative body in Northern Ireland' (see pp 52-5).

The Present Situation

In the section devoted to an account of the present situation and of developments which have led to it, the paper points out that article 138 (1) of the Treaty of Rome provides that, for what was envisaged as an interim period, 'the Assembly shall consist of delegates who shall be designated by the respective Parliaments from among their members in accordance with the procedure laid down by each Member State'. This is the system at present used. Article 138 (3) provides for the introduction of a system of elections 'by direct universal suffrage in accordance with a uniform procedure in all Member States'.

In 1960 the Assembly drew up and adopted a draft convention for direct elections in accordance with Article 138 (3). This was not, however, acted on by the Council at the time, and for the following 14 years there was disagreement on the subject among the original members of the Community. However, at the heads of Government meeting in Paris on 9 and 10 December 1974, seven of the nine agreed, in the words of the communiqué, 'that the election of the European Assembly by universal suffrage, one of the objectives laid down in the Treaty, should be achieved as soon as possible. In this connection, they await with interest the proposals of the European Assembly, on which they wish the Council to act in 1976. On this assumption, elections by direct universal suffrage could take place at any time in or after 1978.' The British Prime Minister made it clear that his Government could not itself take up a position on the proposal before the process of renegotiation had been completed and the results of renegotiation submitted to the British people (see p 227, 1975). The Danish Prime Minister also reserved his position as to the date for the introduction of direct elections.

Proposals for Convention

The paper states that the Government is not committed to any of the various ideas which have been put forward as to the content of a draft convention. At the meeting of the European Council in Brussels in July 1975 (see pp 312-14, 1975) foreign ministers were charged with examining the problem, taking account of the proposals put forward by the European Assembly in January 1975 (these embodied a draft convention summarised in an annex to the paper) and of other relevant factors. British officials took part in a Council working group set up for the purpose, on the clear understanding that the British Government had not yet taken up a position on any of the issues under consideration and that the purpose of the group's work was to set out the options for political decisions by ministers.

The paper continues: 'In the course of the Group's discussions it became clear that there exists a general recognition that the difficulties of reaching agreement between the Member Governments would be so great that it would be unwise at this stage to try to implement Article 138 (3) in full by attempting to lay down a uniform electoral procedure in all the Member States. The consensus is that as many questions as possible should be left to national decision, including the fundamental one of the electoral system to be used for each Member State.'

At the European Council meeting in Rome on 1 and 2 December 1975 (see pp 475-7, 1975) heads of Government agreed that elections to the European Assembly should take place on a single date in May or June 1978, but that any country which at that date is unable to hold direct elections should be allowed to continue to appoint its representatives from among the members of its national Parliament. The Prime Minister made it clear – the paper points out – that the British Government accepted the Treaty commitment to the introduction of direct elections, but required a further period for internal consultations before adopting a position regarding the date of the first direct elections. The European Council also instructed the Council of Ministers (Foreign Affairs) to continue its examination of the problems involved and to submit a report with a view to enabling the text of a draft convention on direct elections to the European Assembly to be finalised at the next European Council, which will take place in April 1976. The working group began work in January on the text of the draft convention and is to submit a further report.

The Timing of Future Developments

When agreement has been reached on the terms of the draft convention, a conference of representatives of the member states will probably be held shortly afterwards, at which the convention, including the necessary modifications to the Community Treaties, could be signed. It will then need to be submitted to national Parliaments prior to ratification in accordance with the respective procedures of the member states.

Seven of the nine member states have accepted the target date of May or June 1978 for the holding of the first direct elections. The British Government 'have some doubts about the practicability of so early a date', says the paper. 'All nine Member States will require time to decide upon, and make legislative provision for, the arrangements to be followed in each country and it remains to be seen whether this work can be completed in time for the elections to be held on the target date.'

The Powers of the European Assembly

The Assembly acquired additional powers regarding the adoption of the Community budget with effect

from 1 January 1975. Some detailed improvements in the budget procedures have subsequently been agreed among the member states, although the Treaty to this effect, signed in July 1975, has yet to be ratified by all member states. In addition, the Assembly and the Council agreed to try to resolve differences over draft legislation which has major financial implications by means of a conciliation procedure introduced in 1975. The paper states: 'It is the Government's view that the immediate need is for the Council and the Assembly to establish a sound working relationship in the exercise of their existing powers and that these powers should be the basis on which the first direct elections are held.'

Issues for Decision

'There is a general consensus within the Community', the paper points out, 'that certain issues must be determined on a Community wide basis, of which the most important are the size of the European Assembly, together with the distribution of seats between member states; whether the elections should be held on the same day throughout the Community (or within a few days) or at the same time as national elections; whether the Assembly should be elected for a fixed period (the Assembly have suggested five years) and whether it should be a requirement that members of the European Assembly should also be members of national Parliaments. Until agreement has been reached on these, Member Governments and national Parliaments cannot take decisions on the matters which will fall to be decided nationally.'

Size and Composition of the European Assembly

At present the Assembly consists of 198 members including 36 British members. The Assembly's latest draft convention proposes a larger Assembly of 355 members of whom 67 would be from Britain.

During subsequent discussion between member governments certain member states put forward alternative proposals for the size and distribution of seats in the Assembly. All these proposals recognise that there is a need to ensure a certain level of minimum representation for the smaller member states, in particular Luxembourg. The paper states: 'At the present stage of the Community's development, a provision of this kind seems essential. All Member States, even those with a small population, must be represented in the Assembly. On the other hand the relationship between their representation and that of the constituent parts of the larger Member States must be taken into account. It remains to be decided what the minimum number should be and the degree to which the remaining seats are distributed in proportion to population.'

The precise size of the directly elected Assembly and the allocation of seats between member states will be the subject of intergovernmental negotiation before the text of the convention can be finalised. The Government's own preliminary views are that an Assembly of about the size put forward in the Assembly's own draft convention (see above) would be acceptable, subject to the above-mentioned requirements regarding the smaller member states. In considering the number of seats to be allocated to Britain and to other Community countries the Government will aim for a solution which, given the situation described above, tends as far as possible in the direction of relating the number of seats allotted to each country to its population.

Date for Elections

The European Assembly's draft convention proposes that elections should take place on the same day throughout the member states. The Council working group, however, considered two possibilities: a single date, provided that this principle was interpreted flexibly to take account of national customs by allowing voting to be completed in a short space of time, such as a given number of days; alternatively, that elections to the European Assembly should take place on the same dates as elections to national Parliaments. Heads of Government at the European Council in Rome came down in favour of the first alternative. 'On balance it seems best', says the paper, 'to have the whole European Assembly elected at the same time (ie, within a few days to allow for different national traditions about the appropriate day for voting) for a fixed period rather than electing each country's delegation whenever there happen to be national elections. There is much to be said for the Assembly having its own distinct life-span, for if national groups are elected at different times this would be likely to have an undesirable effect on the smooth functioning of the Assembly. And it would be difficult for the political parties to give due attention to the European Assembly elections if they were at the same time fighting a national election.'

As regards the period for which the Assembly should be elected, the Government agrees with the Assembly's proposal that it should be five years. There seems to be a broad consensus on this point in the Community.

Status of Members of the European Assembly

The paper refers to the question of the so-called dual mandate, that is, whether members of the European Assembly should at the same time be members of national Parliaments (as is the case with the existing arrangements), whether they should be excluded from membership of national Parliaments, or whether it should be left to the discretion of individual members if they wish to stand for election to both their national Parliament and the European Assembly. It points out that the existing arrangements impose a heavy burden on those members who carry out seriously their responsibilities as members of national Parliaments and their responsibilities as members of the European Assembly. This is felt particularly severely by members of the House of Commons who traditionally have close links with their constituencies and who devote much of their time to constituency business. As against that, however, the view has been expressed that it is desirable to maintain close links between the national Parliament and the European Assembly. The Government of Denmark considers that it may wish to retain a compulsory dual mandate in Denmark. However, the British Government shares the view of the

other Governments that the dual mandate should be optional, that is, that Members of Parliament should be free to stand for the European Assembly if they wish and vice versa.

Further Arrangements for Electoral Procedure

Remarking that the Assembly in their proposals set themselves the task of putting forward further proposals by 1980 for the introduction of a uniform electoral procedure to complete the implementation of Article 138 (3), the paper says that the difficulties of reaching agreement on a uniform procedure between the member states, which have widely different traditions in such matters, are likely to remain great; the prospect is therefore that the provisions to be established in the convention will remain in force for a considerable number of years.

Constituencies

When direct elections for the European Assembly are held in Britain, there will be many fewer constituencies than for the House of Commons and they will be much larger. 'The intention will be to maintain the electoral integrity of the several parts of the United Kingdom.'

The paper points out that in ordinary circumstances the British Parliamentary Boundary Commissions should be responsible for reviewing, and making recommendations about, the boundaries of the Assembly constituencies, in accordance with principles and procedures laid down in British legislation. 'But if the general Community view is in favour of holding the first elections in 1978 and Parliament concludes that the United Kingdom ought to participate at the same time, special arrangements for drawing the initial boundaries will probably be needed, and Parliament can consider in the legislation what arrangement should be made.'

Franchise and Candidature

The paper considers that the existing franchise for parliamentary elections could, in general, be maintained, with the addition of peers (who are not allowed to vote or be candidates in British parliamentary elections). 'Consideration can be given to special extensions of the normal franchise, eg, to nationals of the other Member States resident here, subject to the avoidance of double voting.

'Subject to the provisions of the Convention about disqualification on grounds of "Community incompatibility" [that the holding of certain positions should be incompatible with membership of the Assembly], it seems that the rules governing candidature for ... [British] election could be adopted, though peers might in addition be eligible.'

Conclusion

Subject to the views of Parliament, the Government proposes to participate in the discussions on the matters requiring Community decision at the April meeting of the European Council. The matters subject to decision by the British Parliament will fall to be settled when Parliament comes to consider the necessary legislation.

EXTERNAL AFFAIRS AND DEFENCE

Southern Africa

Major developments in Angola and Rhodesia over the past months, and the position of the British Government in relation to these, are dealt with below.

ANGOLA

In common with the great majority of states, Britain has recognised the People's Republic of Angola and its Government, after that Government's victory in a military conflict between opposing Angolan movements. Throughout the conflict, which has been characterised on both sides by foreign military intervention and support, Britain has condemned such intervention and has supported African and other efforts towards a negotiated settlement and the peaceful solution by Angolans of their own problems. The private recruitment of British mercenaries for Angola, in defiance of Government policy, has equally been condemned by the Government, which has instituted an inquiry into the law on this subject and taken measures following an incident in Angola involving British mercenaries.

British Recognition

The British Government's decision to recognise the People's Republic of Angola and its Government in Luanda was announced on 18 February, by the Foreign and Commonwealth Secretary, Mr Callaghan, in Parliament (*Hansard,* cols 1265-7), and in a Foreign and Commonwealth Office statement. The President of Angola is Dr Agostinho Neto, the leader of the Popular Movement for the Liberation of Angola (MPLA) which has formed the Government.

Angola was admitted to the Organisation of African Unity (OAU) on 11 February, after its application had been approved by a simple majority of the 46 member states. Over 40 now recognise the MPLA Government. Recognition by Portugal, the former administering power, was announced on 22 February. A statement by the foreign ministers of the European Community was made on 23 February, after all nine member states had either recognised the new Government or announced their intention to do so. This expressed in substance the same views on the Angolan situation as were contained in the British statement.

In recognising the MPLA Government, the British Government stated that it was 'satisfied, taking into account recent developments in Angola, that [its] normal criteria for recognition [had] been met'. These criteria were detailed in the House by the Foreign and Commonwealth Secretary in reply to a question on the circumstances in which recognition is given: in the Government's opinion, he said, there was 'little doubt . . . that the new Government ". . . enjoys, with a reasonable prospect of permanence, the obedience of the mass of the population and the effective control of much the greater part of the territory of the State concerned".' These were the normal criteria for *de jure* recognition by a British Government of a Government established by revolutionary action; and 'it would be wrong', Mr Callaghan said, 'for us to depart from our normal criteria in these matters'.

In its statement, the Government looked forward to 'establishing a relationship of co-operation and goodwill' with the Angolan Government; and on 20 February the establishment of diplomatic relations was formally proposed by Britain. On aid to Angola, it was stated in the House of Commons (*Hansard,* 24.2.76, col 336) that relief supplies were already being sent, and that the Government was ready to discuss with the Angolan Government the help it would need in building up the country.

Foreign Intervention: the British Position

Deep concern was expressed in the British statement, as in that of the European Community, at the heavy loss of life in the conflict and the damage to the economy of Angola and neighbouring countries; and it urged 'all concerned to reconcile their differences and to assist in the restoration of peace'. The statement also repeated the Government's long-held view 'that, in accordance with the policy of the Organisation of African Unity, it is for the people of Angola to work out their own future without outside interference'. The Government continued 'to condemn all foreign intervention in Angola from whatever quarter', and called upon 'the Cuban and South African Governments in particular to withdraw their troops and to refrain from any action affecting the security of neighbouring African countries'. The hope was expressed that African countries of the region, with Angola, would find ways to settle outstanding problems and enable vital communications through Angola to be re-opened.

The question of foreign intervention in Angola was also considered, in a foreign affairs debate in the House of Commons on 24 February, by the

Minister of State for Foreign and Commonwealth Affairs, Mr Hattersley (*Hansard*, cols 216-17). Referring to the effects of Soviet intervention on East-West *détente*, the minister emphasised that 'the conduct of the Soviet Union in Angola . . . is not consistent with the spirit of the Helsinki Declaration' (see pp 305-12, 1975). He hoped that what had happened in Angola would 'act as a most solemn warning both to Western Europe and to the nations of Africa. First Africa must learn that within its continent there are independent nations which are now faced with a new sort of imperialism.' So far as Europe was concerned, 'We should have made our support for these new nations so obvious and apparent that it would have been impossible for the Soviet Union to compete with us for their friendship and affection.' On South Africa's intervention, Mr Hattersley said that without the sending by South Africa of so-called volunteers to fight in Angola '. . . I have no doubt that opinion in Africa and outside would have been much more easily mobilised to condemn, and perhaps deter, the Cuban intervention'.

Military Control by the MPLA

MPLA control over the greatest part of Angola's territory has been gained through military defeat of the coalition formed by the National Front for the Liberation of Angola (FNLA) and the National Union for the Total Independence of Angola (Unita). Warfare between the opposing movements during 1975 intensified after Angola's independence from Portugal in November, as each of the rival Republics then declared by the two sides (see p 482, 1975) sought to establish by military means its claims to represent Angolans and to provide the sole legitimate government. The principal struggle was for control of the main towns, with consequent severe dislocation of the civilian population.

In January and February the forces of the MPLA, having driven the FNLA's forces from the northern part of the country, embarked on a southward movement through Angola, capturing the towns situated on the country's main communications link, the Benguela railway. These included Huambo (Nova Lisboa), the capital proclaimed by Unita and FNLA. By mid-February the main southern towns of Sa da Bandeira and Serpa Pinto had fallen to the MPLA, and the leader of Unita, Dr Jonas Savimbi, had declared his movement's intention of continuing to fight the MPLA by guerrilla warfare. In Zaire, a statement by the FNLA was reported on 23 February, announcing its launching of an underground campaign.

Extent of Foreign Intervention

Outside military support has been provided to the two sides in the Angolan conflict through the supply of weapons and equipment, the presence in Angola of foreign troops and military advisers, and the involvement of foreign mercenaries. Very large amounts of weapons and military material have been supplied to the MPLA by the Soviet Union, whose support for the movement dates back to the early 1960s. Covert United States military aid to Unita and the FNLA was provided to the two movements during 1975. It was ended, after a request for a further $28 million had been made to Congress, when the House of Representatives on 27 January confirmed by a vote of 322-100 the Senate's rejection in December of covert aid in Angola.

Troops and advisers provided to the MPLA by Cuba were stated in February to number some 12,000 (*Hansard*, HL, 17.2.76, col 418), while several hundred others were reported to have been supplied by Eastern European countries. On 13 January President Castro was reported as stating that Cuban troops had been sent to Angola as a result of South Africa's 'invasion' of that country on 23 October. During the conflict South African troops operated within Angola from its border with Namibia (South West Africa), and were reported as lending support to the Unita/FNLA coalition. The date of their first entry into Angola was stated by Mr Ennals (Minister of State at the Foreign and Commonwealth Office) on 3 March to have been 9 August 1975. On 30 January the South African Prime Minister stated that his country's involvement in Angola had been the effect, not the cause, of Soviet and Cuban intervention, and that South Africa was not a party in the civil war. South African troops in Angola were stated by the country's Defence Minister on 4 February to number between 4,000 and 5,000; these would maintain a buffer zone on the border with South West Africa, extending up to 30 miles inside Angola, to protect South West Africa from infiltrators and to guard installations in which South Africa had an interest (the Ruacana and Calueque installations of the Cunene River hydro-electric scheme), withdrawing only when guarantees on these matters were received by South Africa from the MPLA.

There were also some hundreds of mercenaries serving with the forces of Unita and the FNLA, privately recruited from Britain, France, the United States and South Africa among other countries.

Efforts Towards a Negotiated Settlement

British efforts to promote a negotiated solution to the Angolan conflict have been made, like those of other concerned Governments, in the context of the search for a settlement made by the OAU, and the desire of African Governments that the problems of Angola should be resolved within the continent.

The OAU's policy in Angola has been to recognise the claims of all three movements as valid, to seek their joint representation in a coalition government, and to oppose all international involvement in Angola. Following attempts before and after independence to reconcile the movements' differences and obtain agreement to a ceasefire, an extraordinary meeting of OAU heads of State and Government was held at Addis Ababa on 10-13 January, attended by leaders of the three movements. No resolutions towards ending the war could be passed, however, since the 44 voting members were evenly divided between support of OAU policy and recognition of the MPLA Government. Among high-level meetings between individual African Governments, to try to resolve the obstacles to a common viewpoint, were those held in December, January and February by the

Presidents of Tanzania, Mozambique, Zambia and Botswana, the first two supporting the MPLA Government and the last two national unity.

British support for OAU action to bring about a peaceful reconciliation in Angola was confirmed by Mr Ennals during his visit to Lusaka and Dar es Salaam on 4-7 December for discussions on Southern African problems. In late December, in view of the worsening situation in Angola, the Foreign and Commonwealth Secretary also made personal representations to the Soviet Ambassador and the South African Chargé d'Affaires in London, for the withdrawal of Cuban and South African troops. A British Government Note, sent to the OAU before its summit meeting of January, called for 'an immediate ceasefire, the withdrawal of all remaining foreign troops from Angola and the ending of supplies of weapons and military material', to give all the people of Angola freedom to determine their own future.

Re-stating this position in the House of Commons on 28 January (*Hansard*, cols 410-11), Mr Callaghan said that he had made clear privately to the Cuban authorities that the Government deplored the entry of Cuban troops into Angola; and discussions had been held with the United States Government. He had also promoted a joint statement by the European Community which, had it been successful, would have been made publicly before the OAU meeting. In a series of discussions with African leaders, the Foreign and Commonwealth Secretary held talks in London in mid-February with the Foreign Minister of Zaïre, the Nigerian Federal Commissioner for External Affairs and the special adviser to President Kaunda of Zambia.

After these meetings Mr Callaghan, speaking on 13 February, noted the concern of the Governments of Zambia and Zaïre about the consequences for their countries of the present conflict. Full emergency powers were invoked by the Zambian Government on 28 January in view of the 'deteriorating security situation'. By whatever means the Cuban Government had justified the intervention of its troops, it was clear, Mr Callaghan emphasised, 'that they have not been invited into any of the neighbouring countries in Southern Africa'. Nor, he said, were the South Africans invited into Angola. The British view remained that all foreign troops, including mercenaries, should 'withdraw immediately in the interests of peace and reconciliation'.

The Government's response to the economic dislocation caused to Zambia and Zaïre was given during the foreign affairs debate by Mr Ennals (*Hansard*, 24.2.76, col 335), who noted that the Benguela railway, a largely British-owned company, carried the greater part of both countries' copper exports and had been closed to international traffic since August. The Government was giving the problem its close attention: it was 'taking a constructive view on the question of aid to Zambia, and [had] already given assistance to Zaïre'.

Recruitment of British Mercenaries

In January and February, some 200 men were recruited within Britain by a private agency and sent to Angola to fight as mercenaries in support of the FNLA. Reports in early February, subsequently confirmed from a variety of sources, described the killing of 14 British mercenaries by their own officers, in an incident involving other British mercenaries.

Government Reaction

The Government's position on the recruitment of mercenaries was made clear in a statement by Mr Ennals on 4 February, before the incident had become known. This stated that 'the British Government condemns without reservation the despatch of British mercenaries for Angola', and strongly urged 'all who are contemplating such dangerous and self-defeating action to think again'. It was 'important that it should be understood overseas that these foolhardy men are acting in defiance of British Government policy', which 'condemned all forms of external intervention in Angolan affairs'. The Government's objective was 'an end to the fighting; ... the presence of those who sell their killing power for money is more likely to prolong the conflict than to end it'.

The Government's reaction in the light of the killing of 14 mercenaries was given fully by the Prime Minister in the House of Commons (*Hansard*, 10.2.76, cols 236-46). By that time, Mr Wilson said, there could be 'little doubt that an atrocity of the kind reported ... did take place'. In view of the organised recruitment as mercenaries of 'young men, many of them with no military experience whatsoever', Mr Wilson said that an inquiry was to be established: 'to consider whether sufficient control exists over the recruitment of United Kingdom citizens for service as mercenaries; to consider the need for legislation, including possible amendment of the Foreign Enlistment Act 1870; and to make recommendations'. The inquiry was to be conducted by a committee of three Privy Counsellors, under the chairmanship of Lord Diplock. 'The existing law on the many complex issues involved' was unsatisfactory, the Prime Minister said, and a thorough inquiry would 'prepare the ground for any necessary changes in the law'.

Measures to deal immediately with the incident in Angola and mercenary recruitment included an investigation by the Metropolitan Police. On the basis of its report, and after consultation with the Attorney-General, the Director of Public Prosecutions decided not to institute proceedings against anyone interviewed by the police in relation to the alleged killing; but any other mercenaries returning to Britain were to be questioned about the incident. In the House, Mr Ennals stated on 19 February (*Hansard*, cols 814-15) that passports had been withdrawn from mercenaries on their return from Angola. They could apply for a restricted passport, but would have to give a written undertaking not to go to Angola for mercenary activities. Applications for passports from those doing so, or known as organisers of mercenary activities, would be refused.

RHODESIA

The Angolan conflict has had repercussions on the situation of Rhodesia, as on that of Southern

Africa as a whole; and the dangers faced by Rhodesia, if a constitutional settlement is not quickly reached, have been underlined by the recent increase in armed engagements across its border with Mozambique, and the closure of the border announced by President Machel on 3 March. Mozambique's implementation of United Nations sanctions, announced at the same time, has been welcomed by the British Government.

To try to find out if Britain can help achieve an early and peaceful transfer of power in Rhodesia, the Government sent an exploratory mission to Salisbury in late February, in response to an initiative by Mr Ian Smith. The mission's findings are now being considered. Constitutional negotiations, between Mr Smith and Mr Joshua Nkomo of the divided African National Council (ANC), have been held since December; but deep divisions remain between Rhodesian leaders on the principle of majority rule and the means to achieve it, after more than a year of setbacks to earlier hopes for a constitutional settlement.

Setbacks in the Search for a Constitutional Solution

Hopes for a constitutional settlement in Rhodesia, raised by the Lusaka Agreement of December 1974 (see pp 55-7, 1975), have suffered severe disappointments over the period since then. Speaking at the Royal Commonwealth Society on 19 February, the Minister of State for Foreign and Commonwealth Affairs, Mr Ennals, described it as a 'tragedy . . . that more than a year has been lost since Presidents Nyerere, Kaunda, Seretse Khama and Machel – with the active and welcome support of Mr Vorster – initiated the Lusaka Agreement: a year of wasted opportunities, frustrated hopes, broken promises and now a mounting crescendo of violence'.

In a situation of growing difficulty, important developments have been the failure of the Victoria Falls conference; the division of the ANC into two wings; and the intensifying of guerrilla warfare. The negotiations between Mr Nkomo and Mr Smith are taking place against the background of these developments and of Mr Smith's continued unwillingness to accept majority rule.

The Victoria Falls Conference

The Lusaka Agreement having led to mutual recriminations, with the Rhodesian regime and the ANC each accusing the other of breaking its provisions, the most promising development in 1975 was the convening of a formal conference at Victoria Falls on 25 August. This was achieved principally through the initiatives of President Kaunda of Zambia and the South African Prime Minister, Mr Vorster. Proposals placed before the conference were agreed between Mr Smith and Mr Vorster in the Pretoria Agreement of 9 August, signed also by President Kaunda's special adviser, Mr Mark Chona. South African police forces in Rhodesia (see p 55, 1975) were withdrawn following an announcement at the beginning of August.

The conference and the efforts of Rhodesia's neighbouring Governments were welcomed by the British Government, which remained 'ready to assist in any helpful way'. Britain's own efforts towards a constitutional conference (see p 267, 1975) were maintained throughout July and August, and included discussions in London with the President of the ANC, Bishop Muzorewa.

The failure of the conference, on its second day, resulted from deeply conflicting interpretations of the proposals contained in the Pretoria Agreement. The particular issue on which failure turned was Mr Smith's continued refusal to grant immunity of arrest for exiled members of the ANC to return to Rhodesia (see p 267, 1975) – the issue which had made necessary the expedient of holding the conference on the border between Rhodesia and Zambia.

Division of the ANC

The common front established by the Rhodesian nationalist movements (see p 469, 1974), which had made possible the Lusaka Agreement, split apart soon after the conference. The unified ANC, led by Bishop Muzorewa, proved unable to reconcile the continuing differences of its constituent movements on the means necessary to attain majority rule; and in the wake of the impasse at Victoria Falls, and the refusal of immunity of arrest, the ANC leadership in Lusaka announced on 2 September the formation of a Zimbabwe Liberation Council, to be led by the Rev Sithole. This action was condemned by Mr Nkomo and other ANC leaders in Rhodesia, and plans were made by them for a full congress of the ANC. As a result they were expelled from the ANC executive by Bishop Muzorewa in Lusaka.

The division was completed by the holding of rival congresses: on 29 September, when Mr Nkomo was elected by some 5,000 delegates as the new President of the ANC; and on 26 October, when an estimated attendance of as many as 30,000 people led the organisers, supporters of Bishop Muzorewa, to cancel the meeting, which was authorised by the regime for only 6,000 participants. At the first congress, Mr Nkomo was reported to have called for unity to end minority rule through negotiations, on the understanding that armed struggle would begin again if these should fail. The leaders of the second were reported afterwards as confirming that there was no possibility of reuniting the two wings of the ANC for further talks with the Rhodesian regime.

An assessment of the divided leaders' position on the Rhodesian situation was given by Mr Ennals, in an interview of 8 December for the BBC's External Services, after his return from Zambia and Tanzania where he had talked to Mr Nkomo, the Rev Sithole and Bishop Muzorewa. 'All of them', he said, '. . . prefer negotiations to armed conflict, and . . . believe in a peaceful future in Rhodesia for people of all races. . . . And all of them, including Mr Nkomo, left me in no doubt that if negotiations fail, then it will be war.' Several thousand people were training for military action, Mr Ennals said, and he had much evidence that 'more are joining every day'.

Negotiations between Mr Smith and Mr Nkomo

Mr Smith's readiness to enter into constitutional talks was stated on 20 October, in a communiqué

issued in Pretoria by Mr Smith and Mr Vorster. In November, preliminary discussions were held between Mr Smith and Mr Nkomo. An agreement to enter into formal negotiations was signed on 2 December; the first full negotiating session took place a fortnight later; and negotiations have been maintained, with adjournments, in subsequent months.

Details of the negotiations have not been made public; constitutional issues reported to have been studied include the franchise and parliamentary representation. Statements by the two leaders near the start of the talks indicated a wide gap, which has not since been shown to have appreciably lessened, between their views on majority rule. Speaking on 27 November, Mr Nkomo said that he expected any constitutional agreement to produce an immediate interim government reflecting the concept of majority rule. On 9 December, Mr Smith said in the Rhodesian Senate that he would not countenance preconditions to any constitutional talks, and that majority rule was 'quite unacceptable'.

Intensifying of Guerrilla Warfare

Following the increase of nationalist military training outside Rhodesia, over a period of several months, guerrilla activity was intensified during January, particular on Rhodesia's border with Mozambique; and on 6 February Mr Smith broadcast the regime's decision to increase its security forces at field level, 'involving some hardship and interruption of family and professional life'. Mr Smith also said that 'the only settlement [he] could obtain in haste would be one involving an immediate sell-out to black rule'. This was 'unacceptable'. Two days later President Machel of Mozambique stated that 'hot pursuit' by Rhodesian forces across the Mozambique border would be met with 'full force'. On 25 February Rhodesia's security forces announced that 24 guerrillas had been killed the previous day during engagements and a 'follow-up hot pursuit operation'.

The British Position

Action by the Mozambique Government

On 3 March a statement was made in the House of Commons (*Hansard*, cols 1312-18) on the declaration made that day by President Machel of Mozambique that its border with Rhodesia was to be closed forthwith. Mr Rowlands (Parliamentary Under-Secretary of State, Foreign and Commonwealth Office) said he understood 'that President Machel, in a broadcast, spoke of frontier violations by Rhodesian security forces which amounted to a war of aggression', and 'reaffirmed Mozambique's support for the liberation struggle'.

The Government's policy, Mr Rowlands said, was that 'an early settlement based on majority rule, by peaceful means is essential'. The Government regretted 'that the illegal regime [had] so far failed to take advantage of the opportunities for a settlement. The need for Mr Smith to accept majority rule in order to safeguard the peaceful future of all the people of Rhodesia [was] now even more important.'

Mr Rowlands welcomed 'President Machel's announcement that his Government intend to apply full United Nations sanctions against Rhodesia'. In reply to questions, he said that 'the British Government fully support the proposals made at the Kingston Commonwealth heads of Government meeting for an international programme of aid for Mozambique to help offset the effects of sanctions (see pp 184 and 186, 1975). The Government had 'subsequently been in contact with the Mozambique authorities with a view to sending out a team of officials'.

On 4 March a special meeting of the Commonwealth Sanctions Committee in London emphasised the need for Commonwealth Governments to react urgently in accordance with the Kingston Agreement, and agreed that the Commonwealth Secretary-General should contact the Mozambique Government as a matter of urgency to ascertain possible areas of assistance.

Mission by Lord Greenhill to Salisbury

In early January a visit was made to London by Mr Nkomo, at his own request, for talks on the Rhodesian situation with the Foreign and Commonwealth Secretary. Shortly after this visit, 'there were some indirect indications that Mr Smith had reconsidered his position about some British involvement in the negotiations'. This was announced in a statement to Parliament of 24 February (*Hansard*, cols 189-94) by Mr Ennals. In response, he said, the Foreign and Commonwealth Secretary had sent 'a message to Mr Smith seeking clarification of his attitude. At the same time he [had] made it clear that he would see no role for the British Government unless he was satisfied that Mr Smith was ready to go very much further to meet current African proposals for an early transition to majority rule'. He had also 'emphasised the serious consequences for all the people of Rhodesia of the end of the prospect of a negotiated settlement'.

Mr Ennals said that, in the light of Mr Smith's reply to this message, Mr Callaghan had 'decided to send a representative to assess Mr Smith's position'. Lord Greenhill, a former Permanent Under-Secretary at the Foreign and Commonwealth Office, had agreed to undertake the mission, which was 'purely exploratory', to 'try to find out whether Mr Smith's attitude is now such that there is any real possibility of our helping to promote a settlement which would provide for an early and orderly transfer of power in Rhodesia'. He would not take any proposals, nor would he 'be in a position to negotiate or take part in substantive discussions about a possible constitutional settlement'.

In reply to a suggestion that the active support of Presidents Kaunda and Nyerere was very necessary to the mission, Mr Ennals said that the Government had 'kept closely in touch' with both Presidents 'during the past year or more', and 'in recent days [had] kept [them] closely informed of the present situation'. 'They know', he said, 'that we are sending an emissary. They understand . . . that whether or not we can be hopeful will be determined entirely by the response the emissary gets from Mr Smith.' Mr Ennals further confirmed that the Government would 'not again become directly involved in negotiations between ourselves

and Mr Smith without the total involvement of the African people'.

Statement by the Foreign and Commonwealth Secretary

Following Lord Greenhill's visit to Salisbury on 26-27 February, the submission of his report to the Foreign and Commonwealth Secretary and their discussion of his findings, Mr Callaghan made a statement to Parliament on 2 March (*Hansard*, cols 1097-103). In it, he said that Lord Greenhill had brought back from meetings with Mr Smith and Mr Nkomo the assessment of attitudes asked for; and that in the light of this assessment, he was considering 'whether there is anything we can usefully do to help achieve . . . our objective [of] an early transition to majority rule by peaceful means'. Parliament would be informed of his conclusions.

In reply to questions, Mr Callaghan stressed the responsibility of Mr Smith in the Rhodesian situation and the urgent necessity for a change in his attitude towards majority rule. If Mr Smith were to tell his European followers that majority rule must be accepted as a principle, and negotiations entered into to achieve it, 'the whole situation would be transformed'; and, he believed, 'the position of the Europeans in Rhodesia would be much better safeguarded than by anything else that [could] be done'. Mr Smith, he said, 'has the capacity to carry the Europeans with him if he will once make the great mental leap that is necessary'. But 'there is nothing in his record to indicate that he is willing to take that action'.

Mr Callaghan said that he was 'proceeding cautiously and warily': the Government had not started the negotiations between Mr Smith and Mr Nkomo, and did 'not know to what extent both sides are fully represented'. It was not for him, he said, 'to judge who should be involved in [these] negotiations'. But there was 'no doubt that there are many forces outside Rhodesia who have a part to play, and whose influence will grow, the longer that [these] talks . . . are unsettled, . . . in the direction of a growing guerrilla war'. This, Mr Callaghan emphasised, should be made clear to the European population. An acceleration of military activity could be contained by the European forces only for a time. 'In the end they will not prevail.'

In answer to questions on the potential extent of Britain's involvement in Rhodesia, Mr Callaghan said there were 'clearly circumstances in which, if there were an agreement on majority rule and the manner of its implementation, the House would want to assist in the attainment of that objective'. But he could 'not imagine any British Government . . . putting in armed force to support Mr Smith in a course which is undoubtedly wrong and in a war which he will undoubtedly lose'.

On the position of Rhodesia's neighbouring Governments in the present situation, he said that the Government had done its best 'to impress the facts of the situation on the South African Government'. A senior Government official had been to South Africa not long ago. Mr Callaghan considered that 'the influence of [that] Government is very great, but . . . is not the dominant factor. Mr Smith is his own man and will go his own way.' He acknowledged that Mr Nkomo, and the Presidents of Zambia, Tanzania, Botswana and Mozambique, had always been anxious for Britain to play a greater part; and he said that they would be kept informed. 'They have a great deal of influence in this situation', he told the House, 'and we must march in step with them as far as possible, although clearly we must reserve our freedom of action.'

Mr Callaghan was also asked about the future role of Mr Garfield Todd, a former Prime Minister of Southern Rhodesia, who has been detained and restricted by the regime for four years as 'a threat to public order in Rhodesia', and who has been visiting members of his family in Britain on a three-week partial lifting of his restriction order. In reply, Mr Callaghan said that Mr Nkomo had said he would like Mr Todd 'to be associated with his negotiations'. Lord Greenhill had not raised the question of Mr Todd in Salisbury; Mr Callaghan did not think that anything he could have done there would have assisted in the matter. The Government's position on Mr Todd has been restated on several occasions in recent months: that it 'deplore[s] the continued restriction of Mr Todd and [has] repeatedly called for his release and that of others held in restriction or detention without trial in Rhodesia' (*Hansard*, 28.1.76, col 228).

Shorter Notes

SPANISH FOREIGN MINISTER'S VISIT

The Spanish Foreign Minister, Señor José Maria de Areilza, paid a visit to London on 2 March as part of his series of visits to European Community capitals, and had talks with the Prime Minister, Mr Harold Wilson, and the Secretary of State for Foreign and Commonwealth Affairs, Mr James Callaghan. In a written reply in the House of Commons, Mr Roy Hattersley, Minister of State at the Foreign and Commonwealth Office, stated that Señor de Areilza had explained to Mr Callaghan his Government's plans for democratic reform. Mr Hattersley continued: 'It will be our desire to help Spain achieve a democratic society and a new relationship with the rest of Europe. We are not solely responsible for the formulation of policy in the EEC towards Spain. But, in my view, the Community could entertain an application for membership only from a democratic Spain.' (*Hansard*, 3.3.76, written answers, col 669.)

ECONOMIC AND SCIENTIFIC AFFAIRS

Public Expenditure to 1979-80

GOVERNMENT PLANS

The annual White Paper on the future levels of public expenditure in Britain was published on 19 February.[1] It sets out the Government's plans for spending by central Government and by local authorities and for the capital expenditure of nationalised industries up to financial year 1979-80 and is the product of a major review of the Government's policies and priorities for the period.

The plans represent a strategy both for meeting the present economic situation and for ensuring a changing pattern of resource use after 1976-77. The programmes for 1977-78 onwards in the previous White Paper have been substantially revised, the Government's main aims being first to stabilise the total level of spending on the expenditure programmes for the time being, so that enough resources are available for increased exports and investment; and secondly to give priority to expenditure for improving industrial productivity and efficiency, and hence to increase the rate of growth of resources. The White Paper announces reductions in the proposed spending in 1978-79 of some £3,000 million (at 1975 survey prices) compared with the proposals in last year's White Paper,[2] a net reduction, after allowing for an increase of about £600 million in expenditure on trade, industry and employment, of £2,400 million. The White Paper also announces estimated increases in debt interest costs (see p 113) amounting to £3,300 million in 1978-79 over last year's estimates.

General Review

Surveying recent increases in public expenditure the White Paper points out that in the last three years public expenditure has grown by nearly 20 per cent in volume, while output has risen by less than 2 per cent. The ratio of public expenditure to gross domestic product (GDP) has risen from 50 per cent to 60 per cent. Fifteen years ago it was 42 per cent. The tax burden has also greatly increased: in 1975-76 a married man on average earnings is paying about a quarter of his earnings in income tax, compared with a tenth in 1960-61. Moreover, tax thresholds have fallen sharply in relation to average earnings.

1 *Public Expenditure to 1979-80.* Cmnd 6393. HMSO, £1·80. ISBN 0 10 163930 9.

2 Cmnd 5879.

The White Paper continues, 'At a time of world recession rising public expenditure without matching tax increases has helped to sustain employment. The tax burden in recent years would have been much larger if the Government had not accepted a high public sector deficit for this reason. But as recovery proceeds we must progressively reduce our public sector deficit.' As the world economy recovers it must be ensured that both capital and manpower resources are available for exports and investment. Other than by raising taxation these resources can only be made available by maintaining public expenditure at roughly the same level for several years.

If the level of resources taken by expenditure programmes after 1976-77 is stabilised then, the White Paper states, 'public expenditure will fall as a proportion of national output from its present exceptionally high level. The tax burden will still increase, but by a manageable amount.'

1975-76 and 1976-77

The Government stated in the 1975 White Paper (see pp 66-9, 1975) that there was uncertainty about the amount of resources that might become available and that programmes would be reappraised whenever necessary. It was subsequently announced in the Budget in April 1975 (see pp 194-200, 1975) that in order to reduce the expected borrowing requirement in 1976-77, reductions would be made in the planned level of a number of programmes in that year. The present White Paper is the result of a comprehensive review undertaken since the Budget.

The programmes for the current financial year and for 1976-77 exceed the estimates in the 1975 White Paper by about £1,600 million and £500 million respectively (1975 survey prices). In 1975-76 the main increases are in the field of industry and employment. They include extended measures of industrial support of various kinds, provision for the British National Oil Corporation (BNOC), more industrial training and exceptionally heavy demands for financing nationalised industry coal and steel stocks at a time of recession. There have been higher payments of unemployment benefit and supplementary benefit and to the food and agriculture industries – the increase was mainly in the form of subsidies on food imports, much of which is paid under the Common Agricultural Policy and offset by receipts from the Budget of the European Communities.

The reductions imposed in the 1975 Budget on

planned expenditure in 1976-77, equivalent to about £1,100 million at 1975 survey prices, affected capital and current expenditure on a wide range of services. These reductions have been offset, the White Paper says, by the additional expenditure in that year announced in *The Attack on Inflation* (see pp 269-72, 1975); the cost of the employment measures announced in September (see pp 409-10, 1975); provision for BNOC and for the National Enterprise Board and for other industrial expenditure; and higher social security benefits. Outside the ordinary public expenditure programmes, as the White Paper points out, in both years the high borrowing requirements have greatly increased the burden of debt interest (see p 113).

Cash Control

The White Paper recognises cost inflation as one of the major problems of managing public expenditure, while conceding that its solution lies mainly outside the scope of the White Paper: 'It must depend essentially on success in the general fight against inflation. . . .' In the field of public expenditure, the attack on inflation would be buttressed by the extension of cash control over a wide range of public spending. In 1976-77 cash control is to be applied to about three-quarters of central Government voted expenditure. The main exceptions will be those services where, for statutory or other reasons, the rate of spending cannot be determined by the Government in the short term; they include social security payments, expenditure on family practitioner services, agricultural support and some forms of regional assistance. Cash limits on the rate support grant to local authorities were announced in November 1975 (see p 495, 1975) and cash control is also to apply to most local authority capital programmes, but not to investment in new dwellings. The Government is making arrangements, in consultation with the nationalised industries, for applying cash limits to their financial requirements.

Details of the expenditure to be covered and of the cash limits for 1976-77 are to be published at about the same time as the Budget (6 April).

The Use of Resources

Table 1 shows possible increases between 1974 and 1979 in the total resources available to the nation and illustrates the way these increases may be divided between alternative uses. Because of the

Table 1

The Growth and Use of Resources 1974-79 in Demand Terms at 1970 Factor Cost Prices

	Year 1974	Average annual increase 1974-79	
		Case II	
	£m	£m	%
A. SUPPLY OF RESOURCES			
1. Gross domestic product (GDP)	47,200	1,720	3·4
2. Net flow of resources into (+) or out of (−) balance of trade in goods and services	−200	560	
3. Available for domestic use (A1 −A2)	47,400	1,160	2·3
B. DOMESTIC USES OF RESOURCES			
1. Investment*			
a. Private investment	4,700	490	8·7
b. Nationalised industries' investment	1,300	50	4·0
2. Available for other public expenditure and private consumption (A3−(B1a+B1b))	41,400	620	1·4
C. USES OF RESOURCES FOR OTHER PUBLIC EXPENDITURE AND PRIVATE CONSUMPTION			
1. Public expenditure†			
a. Public consumption	9,500	130	1·4
b. Other public investment	2,300	−70	−3·5
c. Total direct public expenditure (a+b)	11,800	60	0·5
d. Indirect public expenditure (transfers etc.)	6,700	130	1·8
e. Total public expenditure (c+d)	18,500	190	1·0
2. Personal consumption:			
a. Privately financed personal consumption (B2−C1e)	22,900	430	1·8
b. Publicly financed personal consumption (indirect public expenditure, line C1d)	6,700	130	1·8
c. Total personal consumption (C2a+C2b)	29,600	560	1·8

*Private and nationalised industry investment comprise fixed investment and stockbuilding. Private investment excludes investment in housing, which is included in personal consumption.

†Excluding nationalised industry investment.

Table 2

Public Expenditure by Programme in Volume Terms: 1974-75 to 1979-80

£ million at 1975 Survey prices

	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80
Defence	4,331	4,538	4,586	4,573	4,541	4,541
Overseas aid and other overseas services	798	734	882	953	1,027	1,085
Agriculture, fisheries and forestry	1,468	1,438	987	840	641	612
Trade, industry and employment:						
Investment grants	102	63	23	5	2	1
Other	2,763	2,618	2,249	2,085	2,121	2,113
Nationalised industries' capital expenditure	2,822	3,358	3,050	2,647	2,789	2,907
Roads and transport	2,181	2,316	2,193	2,032	1,860	1,852
Housing	4,429	4,018	4,097	4,064	4,014	4,090
Other environmental services	2,088	2,217	2,045	2,062	1,991	1,981
Law, order and protective services	1,339	1,444	1,470	1,462	1,439	1,438
Education and libraries, science and arts	6,104	6,164	6,234	6,141	6,024	5,995
Health and personal social services	5,056	5,285	5,317	5,384	5,465	5,548
Social security	8,582	9,463	10,002	10,014	9,964	9,963
Other public services	628	682	686	686	675	679
Common services	606	713	678	697	716	739
Northern Ireland	1,200	1,321	1,336	1,306	1,263	1,258
Civil Service staff costs				*−50*	*−140*	*−130*
Total programmes	44,497	46,372	45,835	44,901	44,392	44,672
Debt interest	4,757	5,000	6,200	7,000	7,500	7,500
Contingency reserve			700	900	1,200	1,400
Shortfall		−200	−250	−250	−250	−250
Total	49,254	51,172	52,485	52,551	52,842	53,322

uncertainty involved in making projections over a five-year period the White Paper makes three alternative projections: for average rates of growth of GDP between 1974 and 1979 of 2·4, 3·4 or 3·8 per cent. In the central case, shown in Table 1, assuming a growth rate of 3·4 per cent, the growth in the resources available for public expenditure and private consumption, other than private investment and nationalised industry investment, comes to an annual average rate of 1·4 per cent (line B2 in Table 1). After allowing for the reduced programmes set out in the White Paper, personal consumption, including that financed by public transfer payments, is estimated to increase at a rate of 1·8 per cent. 'Privately financed consumption' – paid for out of pay and profits – is estimated to increase at the same rate. In all three projections, the growth of GDP exceeds that of 'privately financed consumption' by a substantial margin, implying, as the White Paper points out, that in order to implement the public expenditure programmes without damage to exports and investment some rise in the burden of taxation is likely to be necessary.

On the ratio of the total of public expenditure to GDP at factor cost, the White Paper states that with the revised programmes, and assuming a 3·4 per cent annual rate of increase in GDP, the proportion (which rose from 50 per cent in 1971-72 to about 60 per cent in 1975-76) would fall to about 53 per cent in 1979-80. However, in computing this ratio transfer payments are included in total public expenditure but not in GDP. The ratio of public expenditure on goods and services to GDP rose from less than 31 per cent in 1971-72 to about 35 per cent in 1975-76 and would fall to about 30 per cent in 1979-80. The corresponding ratio for transfer payments rose from 19 per cent to 25 per cent and would fall to about 23 per cent.

The Programmes

Table 2 shows the overall growth in expenditure over the period, summarised by programme. Changes made in the programmes published in the 1975 White Paper are shown in Table 3. Substantial additions have been made to the trade, industry and employment programme which now includes provision for some expenditure previously charged against the contingency reserve, including that of the National Enterprise Board and the Scottish and Welsh Development Agencies. Additions have been made to the social security programme and to the 'other public services' programme, while planned expenditure on overseas aid and new house building has been maintained. All the other main programmes have been reduced in the later years of the period. Substantial reductions have been made in planned spending on the defence budget (£190 million), education (£620 million), roads and transport (£500 million), other environmental services (£220 million), and health and personal social services (£150 million). Other programmes reduced include law, order and protective services, overseas services (other than overseas aid), Government office building and other common services. The Government also intends to save an additional £140 million in 1978-79 by reductions in planned expenditure

Table 3

Analysis of Programmed Changes since the 1975 White Paper (Cmnd 5879)

£ million at 1975 Survey prices

	1978-79
Total changes to expenditure programmes (excluding contingency reserve, shortfall and debt interest)	
Defence	−198
Overseas aid and other overseas services	−63
Agriculture, fisheries and forestry	−205
Trade, industry and employment	+492
Nationalised industries' capital expenditure	−324
Roads and transport	−506
Housing	−365
Other environmental services	−224
Law, order and protective services	−110
Education and libraries, science and arts	−618
Health and personal social services	−152
Social security	+39
Other public services	+54
Common services	−49
Northern Ireland	−45
Civil Service staff costs	−140
Total	−2,414

on staff and related administrative costs in the Civil Service.

The reduction shown in the housing programme is mainly accounted for by a lower planned level of subsidies. The planned rundown of food subsidies has been accelerated, producing a saving of £290 million. The reduction shown in the capital expenditure programmes of nationalised industries is mainly due to a reduced forecast demand for electricity and some reductions in the investment plans for telecommunications and railways. In general, the White Paper says, the reductions in planned expenditure in Northern Ireland are parallel to those in Great Britain.

Recognising that many of the plans to which expenditure figures apply will necessarily be affected by general economic developments the Government 'will therefore be ready to modify and adapt these plans as the general course of the economy and the most important needs of the community require'.

Debt Interest

Table 2 includes estimates of debt interest which currently accounts for about 10 per cent of public expenditure. The estimates exceed those published in 1975 by amounts rising to £3,300 million in 1978-79. Most of the increase is due to the recent large growth in the borrowing requirement and to the effect of the lower rate of inflation. (As inflation declines the real cost of interest payments rises.)

Nationalised Industry Subsidies

The White Paper confirms that the subsidies paid to the electricity and gas industries and to the Post Office in the last two years as compensation for price restraint will be phased out completely in the course of the current year. The subsidy to the rail passenger network is to continue 'for social reasons' but will be held constant in real terms. Some subsidies will continue to be paid to the coal industry, mainly for redundant mineworkers and pensioners, but generally the industry will in the future be expected to operate commercially. In future, the White Paper states, 'the general aim will be for the nationalised industries to finance more of their capital expenditure from earnings and to reduce their demand for borrowing and for grants'.

Other parts of the White Paper explain the revised programme figures in detail; cover the provision for the contingency reserve and shortfall, and for debt interest; and contain analyses of the expenditure which falls within the responsibility of the Secretaries of State for Scotland and Wales and of local authority expenditure.

PARLIAMENTARY DEBATES

The Government's plans were debated in the House of Commons on 9 and 10 March (*Hansard*, 9.3.76, cols 251-383; 10.3.76, cols 430-576) on a Government motion: 'That this House, in rejecting the demand for massive and immediate cuts in public expenditure which would increase both unemployment and the cost of living, recognises the need to ensure that manufacturing industry can take full advantage of the upturn in world trade by levelling off total public expenditure from April 1977 while keeping under continuous review the priority between programmes.' At the close of the debate the Government was defeated by 284 votes to 256, a majority of 28 against (37 left-wing Labour members abstaining).

Earlier, an Opposition amendment to the motion, declining to approve the White Paper, was defeated by 304 votes to 274.

The Government's defeat on the main motion led to an adjournment debate on 11 March which the Government won by 297 votes to 280 (*Hansard*, cols 634-758). Opening the debate the Prime Minister made it clear that this was 'a vote of confidence in the Government and the Government's financial and economic policies'.

Measures to Alleviate Unemployment

Further measures to alleviate unemployment (see also pp 409-10, 455, 1975 and pp 29-30), taking account of proposals by the Manpower Services Commission and the Trades Union Congress and of other views expressed inside and outside Parliament, were announced by the Chancellor of the Exchequer, Mr Denis Healey, on 12 February (*Hansard*, cols 634-8; see also *Hansard*, 29.1.76, cols 680-812).

ASSISTANCE TO INDUSTRY

Mr Healey explained that wherever possible the Government had been concerned to ensure that measures to reduce unemployment in the short term should also reduce constraints on growth and employment in the medium term when economic recovery reached its peak. Expenditure on schemes for the modernisation and restructuring of important sectors of industry under the Industry Act 1972 would be increased by a further £55 million, to be allocated for new schemes such as printing machinery and non-ferrous foundries and for making available further funds for existing schemes, particularly ferrous foundries. Some £15 million to £20 million of this sum would be spent in the 1976-77 financial year. Recognising that unemployment had affected some rural areas with particular severity, he had allocated an extra £1 million to the Development Commission (see p 45) for building small factories in rural areas.

Stockbuilding

Mr Healey referred to his statement during a debate on unemployment in the House of Commons on 29 January (*Hansard*, cols 680-812) that the Government was looking at the possibility of further assistance to stockbuilding to help industry during the recession in fields where it was possible to foresee future demands with reasonable certainty. The National Enterprise Board (NEB) (see pp 104, 486 1975) was discussing with the machine-tools industry ways of providing finance for the stockpiling of machine tools of types which were expected to be needed during the recovery. The intention was to devise arrangements which would be a good bargain for the NEB and for the industry, and which would help to maintain capacity and provide employment during the remaining months of the recession.

Construction Industry

Mr Healey drew attention to the fact that the Government had taken steps in the last two years to provide the construction industry – 'one of the worst-hit sectors in the recession' – with some extra work in the public sector. An extra £50 million would be provided for house improvements in the public sector, which could be started quickly and finished before the end of the 1976-77 financial year and where the effect on employment and the social benefit would be greater than in any other field of construction.

MANPOWER

Temporary Employment Subsidy

The temporary employment subsidy (see pp 320-1, 1975 and p 29), which was estimated to be covering some 55,000 workers, would be extended to include redundancies affecting ten people or more; the maximum period of entitlement would also be extended from six to 12 months. This was estimated to bring a further 3,000 or so workers within the scope of the scheme. The gross cost incurred by these changes was estimated at £16 million, of which £1·5 million represented the cost of reducing the minimum qualifying redundancy.

Recruitment Subsidy for School Leavers

The recruitment subsidy for school leavers (see p 409, 1975) would be extended to those who left school at Christmas 1975; the additional cost being about £250,000.

Job Creation

A further £30 million would be allocated to the job creation programme (see pp 28-9) to keep it going at peak level until the end of 1976, thus permitting the creation of some 20,000 to 25,000 extra temporary jobs. Mr Healey added that, before then, the Government would have to consider how quickly the scheme should be tapered off in the early months of 1977 in the light of the latest prospects for employment.

Training

In addition to the above measures to maintain or create extra jobs while unemployment remained high, the Government had to do everything possible to build up the scarce skills which would be in demand when the economy was running nearer to full capacity. The Government had fully accepted proposals put forward by the Manpower Services Commission to provide from August 1976 some 30,000 to 35,000 extra training places in industry, at a cost of approximately £55 million. About £45 million of this would apply to new first-year apprentice training and the rest to second-year apprentices and to other measures, including schemes for non-craft training of the kind being considered in the engineering industry. First-year apprenticeship grants would be available to employers who took on extra apprentices under arrangements to be worked out by the Industrial Training Boards in consultation with the Training Services Agency. Mr Healey said he would be considering, together with the Secretaries of State for Education and Science and for Employment, what more could be done to make the best use of the further education system during the recession, to avoid the demoralising effect of long periods out of work on school leavers.

Northern Ireland

The Secretary of State for Northern Ireland would be announcing the details of a comparable set of measures costing £8 million, of which about £5 million would be spent in 1976-77.

EFFECTS OF THE MEASURES

The estimated total cost of the measures was about £220 million, of which less than £140 million would be spent during the 1976-77 financial year. While the large items of expenditure on training and industry schemes would be phased over the next two or three financial years because training was organised by academic years and industry schemes were partly

financed by interest relief grants spread over a period, most of their real effect on employment would be felt in 1976-77. Owing to savings on unemployment benefit and higher receipts from taxation and national insurance, the net cost to public finances was likely to be less than half the gross cost, or about £60 million in 1976-77. Altogether the measures were likely to provide about 140,000 jobs or training places – though the net effect on employment in 1976-77 could be about half this figure since some of these jobs would last for less than a year and some might be at the expense of other jobs.

Conclusion

In conclusion, Mr Healey said he was convinced that the set of measures was the most cost-effective way of providing more jobs as quickly as possible and of improving Britain's industrial capacity, without a general reflation of domestic demand which was widely recognised to be inappropriate at this time, and within the limits on public spending which the Government had to respect if it were to achieve stable prices and steady growth in the upturn. Mr Healey would consider in the spring Budget whether by then there was scope for doing more along the same lines.

Industrial Stoppages 1966-73

Research carried out by the Department of Employment and reported in the February 1976 issue of the *Department of Employment Gazette* (HMSO, 90p, ISBN 0 11 724472 4) presents new information on the distribution of industrial stoppages in Britain by cause, by size of plant and by industry.[1] The results show that the main incidence of stoppages is concentrated in a limited number of industries. In a speech made in London on 23 February the Secretary of State for Employment, Mr Michael Foot, said that it was emerging from his department's research into incidence and causes of industrial disputes in Britain that 'about 90 per cent of the firms in this country have no strikes at all'.

Distribution by Cause

Table 1 shows the annual average percentage distribution of stoppages and working days lost by cause for the years 1966-74. The proportion of stoppages where the cause is classified as 'pay' is, on average, a little over half. However, pay disputes on average account for at least four-fifths of working days lost.

Distribution by Size of Plant

Table 2 shows the incidence of stoppages by size of plant. The table shows that the larger the plant the greater the incidence of stoppages measured by days lost. The number of stoppages also increases with plant size, levelling out in the higher size ranges. Although strikes in the largest plants were slightly less frequent than in those of medium size, they tended to last longer.

Table 1

Percentage Distribution of Stoppages and Working Days Lost by Cause

Annual average 1966-74 (United Kingdom)

	Number of stoppages	Number of working days lost
	%	%
Pay: wage rates and earnings levels	54	82
Pay: extra wage and fringe benefits	3	2
All Pay	57	84
Duration and pattern of hours worked	2	2
Redundancy questions	4	2
Trade union matters	8	4
Working conditions and supervision	6	1
Manning and work allocation	11	3
Dismissal and other disciplinary measures	12	4
Miscellaneous	—	—
Total	100	100

(— = less than 0·5 per cent)

Table 2

Incidence of Stoppages by Size of Plant

Annual average 1971-73, manufacturing industry (Great Britain)

Plant size	Number of stoppages per 100,000 employees	Number of working days lost per 1,000 employees
11– 24	8·0	14·8
25– 99	19·2	72·4
100–199	23·0	155·0
200–499	25·4	329·1
500–999	29·7	719·4
1,000 or more employees	28·7	2,046·1

Distribution by Industry

Table 3 shows the number of stoppages per 100,000 employees and number of working days lost per 1,000 employees in different industry groups in Britain on an annual average basis over the period 1966-73. More detailed tables are given in the *Department of Employment Gazette*. The tables show that there is considerable variation between industries. Comparisons of numbers of stoppages per 100,000 workers by industry show that many industries suffered no strikes at all between 1966 and 1973.

The highest incidence of industrial disputes in terms of days lost per 1,000 employees over the survey period occurred in coal mining, ports and inland water transport, motor vehicle manufacturing, wheeled tractor manufacturing, postal services and telecommunications, and shipbuilding and marine

[1] For the analysis by plant size, data were restricted to Great Britain and to manufacturing industry, 1971-73. Other analyses are based on data for Britain as a whole.

engineering. However, the survey draws attention to the fact that the annual figure for days lost per employee by industry can be influenced by a single dispute.

Table 3

Number of Stoppages per 100,000 Employees and Number of Working Days Lost per 1,000 Employees by Industry Group

Annual average 1966-73 (United Kingdom)

Industry group	Number of stoppages per 100,000 employees	Number of working days lost per 1,000 employees
Agriculture, forestry, fishing	0·8	27·5
Mining and quarrying	60·2	4,305·5
Food, drink and tobacco	10·9	198·1
Coal and petroleum products	12·2	243·4
Chemicals and allied industries	11·0	136·8
Metal manufacture	32·8	761·8
Mechanical engineering	30·5	623·5
Instrument engineering	13·2	292·3
Electrical engineering	20·2	721·4
Shipbuilding and marine engineering	47·7	1,820·4
Vehicles	40·0	2,105·3
Metal goods (not elsewhere specified)	19·6	283·7
Textiles	10·1	161·1
Leather, leather goods and fur	5·0	17·6
Clothing and footwear	5·0	90·1
Bricks, pottery, glass, cement, etc	15·1	320·2
Timber, furniture, etc	11·2	99·8
Paper, printing and publishing	6·6	104·9
Other manufacturing industries	18·6	516·9
Construction	18·6	538·1
Gas, electricity and water	3·7	139·5
Transport and communication	21·2	975·9
Distributive trades	1·6	6·5
Insurance, banking, finance and business services	0·3	46·4
Professional and scientific services	0·6	40·3
Miscellaneous services	1·1	9·5
Public administration and defence	2·6	130·9

Fishing Industry

During a debate in the House of Commons on the fishing industry (*Hansard*, 19.2.76, cols 1501-1624) the Minister of Agriculture, Fisheries and Food, Mr Fred Peart, made a wide-ranging speech in which he discussed international law on fishing limits, Britain's dispute with Iceland,[1] conservation of fish stocks, the European Community's fisheries policy and the condition of the British fishing industry.

[1] The Icelandic Government announced on 19 February that it was breaking off diplomatic relations with Britain.

LAW OF THE SEA CONFERENCE

Speaking of the United Nations Conference on the Law of the Sea (see p 236, 1975), Mr Peart stated that most of the major questions which faced the industry derived from expected changes in international law on fishing limits. A large body of support was emerging at the conference for the concept of 200-mile exclusive economic zones, which meant 200-mile fishing limits. Britain was among the countries which supported this concept. 'We support it, however,' said Mr Peart, 'in the context of a general international agreement. For it to be brought into effect in an unco-ordinated scramble of unilateral claims would be a quite different matter.' Once 200-mile limits had become the general rule, Britain's distant-water fishing grounds would fall almost entirely within the economic zones of other countries, in particular those of Norway and Iceland; similarly, Britain would have jurisdiction over much of what was now the high seas around its shores where many other countries fished.

Avoidance of Friction

It was obviously sensible that changes in international fishing limits should be made within the framework of international agreement and after consultation. Unless this happened, waste of resources and human hardship would occur and friction would develop between friendly nations

Mr Peart commended the resolution, to which leading organisations of the British fishing industry had subscribed on 18 February, asking for an early and orderly extension of Britain's fishing limits, preferably 'in concert with the rest of the EEC and, indeed, with all coastal states in the North Atlantic'. This resolution, said the minister, 'reflects the responsible attitude of men who respect the rule of law and recognise that others may have legitimate interests. It should be the duty of all of us . . . to give our backing to an industry that, on an issue of such overwhelming importance to it, is capable of advocating a policy that is as realistic and at the same time as responsible as that. If, nevertheless, we found that our interests were being threatened by the unilateral action of other countries, or if a series of unilateral moves brought about a change in international law, we would have to be ready to take the action necessary to protect our own fishing interests.'

Mr Peart believed that, in a matter of this sort, Britain should concert action with its European Community partners. He would actively press in the Community the view that the more broadly based action was, the more effective it was. 'Meantime,' continued Mr Peart, 'the Government will continue to work for an agreed convention on the law of the sea in 1976 which embodies 200-mile fishing limits. I hope and believe that the vast majority of other countries will act in the same way so that – to the advantage of all nations – the United Nations Law of the Sea Conference may end with success.'

DISPUTE WITH ICELAND

Against this background, said Mr Peart, it was more than regrettable that in July 1975 the Icelandic

Government had declared, without waiting for any international agreement at the Law of the Sea Conference, that they would claim a 200-mile limit effective from October (see pp 478-80, 1975). The Icelanders had defended their unilateral declaration on the ground that it was necessary to conserve the cod stocks. Mr Peart emphasised that the fishing by British trawlers had not caused a crisis in the condition of the stock off Iceland. British fishing in the area had been declining for some years. From 150,000 tons five years earlier British trawlers' cod catch had gone down to less than 100,000 tons. In the meantime the Icelandic fishing industry had been increasing its trawling effort, partly by investing in new trawlers and partly by the conversion of other vessels to trawling following the collapse of the Icelandic herring stock – caused by Icelandic overfishing.

Mr Peart added that the British Government had agreed with Iceland that measures should be taken to build up the breeding stock of cod. However, Iceland had argued that this should be done by a drastic reduction in fishing this year, the brunt of which should fall upon the British industry, which had not caused the trouble; Britain had replied that exactly the same conservation effect could be achieved by a more moderate reduction in fishing sustained over three years – a reduction in which Britain should certainly play its part but which would take account of British interests. 'That, in a nutshell, is the conservation debate', said Mr Peart. 'It is quite wrong to suppose, as some reports seem to have done, that Iceland is the conservationist party in the argument. Our case is at least as well-based on scientific grounds – I feel bound to say, better.'

Recent Events

Mr Peart recalled that from November 1973 until November 1975 the operation of British fishing vessels off Iceland had been governed and restricted by an interim agreement (see pp 488-9, 1973). The Government had foreseen that the negotiation of an agreement to succeed the interim agreement in November would be difficult and that the declaration of a 200-mile limit would increase those difficulties further. Time had therefore been essential to enable negotiations to take place in a calm atmosphere. Consequently, well before summer, the British ambassador in Iceland had been pressing on the Icelandic Government the need to start negotiations in good time. It had not been until mid-September that the first talks had taken place and on that occasion the Icelandic representatives had told Britain that their Government's position had not yet been decided and that the talks could only be exploratory. There had then been a further delay of six weeks, until late October, before they had been prepared to resume talks. By that time it had become almost impossible to complete the negotiations before the end of the interim agreement on 13 November. The Government, therefore, had suggested that both sides should continue to act for a time after that date as if the interim agreement had still been in operation in order to allow a breathing space for further discussion and consideration. The Icelandic side had ignored this suggestion. When the British Minister of State for Foreign and Commonwealth Affairs and the Minister of State for Agriculture, Fisheries and Food had arrived in Reykjavik on 16 November to continue the negotiations, they had been met with the news that British trawlers were already being harassed and that the warps of two trawlers had been cut. 'We continued to negotiate nevertheless,' continued Mr Peart, 'but we found that there was no flexibility in the Icelandic position. Our repeated statements that we were prepared to be flexible and to make concessions drew no response from the other side.' It might be asked whether the Government should have settled for whatever Iceland had been prepared to offer, which had amounted to half of the British trawlers' current catch. He acknowledged the dependence of Iceland upon fishing. 'We were, and we are, prepared,' he said, 'to ask our industry to make considerable sacrifices in the interests of reaching agreement. But we cannot forget our fishing industry altogether.' More than 100 vessels operated off Iceland, each carrying a crew of 20 men. About three times as many jobs on shore depended on the fishing vessels and, in turn, the work of all these people affected the prosperity or otherwise of the whole of the community in their towns – Hull, Grimsby and Fleetwood. These were towns where unemployment at 8 per cent or 9 per cent was already well above the national average. He pointed out that in Iceland there was virtually no unemployment.

'We therefore considered it right', added Mr Peart, 'to continue to press for an agreement which, while acknowledging the special position of Iceland as a nation dependent upon fisheries and resulting in a further considerable reduction in our catch off Iceland, would strike a reasonable balance between the interests of Iceland and the interests of the United Kingdom fishing industry. Iceland was unable to reach agreement on that footing last year, and we were forced either to give naval protection to our vessels or to see them forced off their fishing grounds altogether and for good' (see p 479, 1975).

Naval Protection

Mr Peart recalled that British trawlers had continued to fish under naval protection until 19 January. Then, following efforts by Dr Luns, the Secretary-General of the North Atlantic Treaty Organisation (NATO), to bring the two parties together, the British Government had withdrawn the frigates in the expectation, shared by Dr Luns, that the Icelandic Government would similarly restrict their gunboats for long enough to allow negotiation to take place (see p 62).

Mr Peart wished to pay tribute to Dr Luns for his efforts. However, harassment had begun as soon as protection had been withdrawn, and the Icelandic negotiators had neither responded to British proposals nor made any firm proposals of their own. Once more the Government had been left with no alternative but to restore protection to British fishing vessels off Iceland.[1]

[1] On 25 February the Icelandic Government rejected the British proposal that NATO observers should be stationed on British and Icelandic vessels in order to monitor any incidents occurring on the fishing grounds. This proposal – first put to Dr Luns on 11 February – had been made by the British Government to enable it to be seen that the Royal Navy was in no way responsible for the dangerous collisions and near misses that were taking place on the high seas off Iceland.

The Icelandic action in harassing British trawlers on the high seas was not only contrary to international law, but was extremely dangerous. When the warp of one of the trawlers had been cut that morning close to the vessel, it had whipped up and struck a member of the crew, injuring him.

Referring to the reports that Iceland was on the point of breaking off diplomatic relations with Britain [relations were in fact broken off by Iceland on the same day], Mr Peart pointed out that a break in diplomatic relations could only increase the difficulties in the way of a negotiated settlement.

Industry's Co-operation

Mr Peart said that the fishing industry had co-operated to the full in trying to keep down the temperature of the conflict and in improving the atmosphere for negotiations. The most recent demonstration of the industry's support was in the system of voluntary restraint (see p 63) which represented a very serious loss to the industry. There had been about 40 vessels, on average, on the fishing grounds each day since harassment began, and about 120 were involved in the fishery altogether. While the Government very much regretted the need to use naval vessels to protect the trawlers, protection had been effective and catches off Iceland had been good.

However, Britain's real interest obviously lay in reaching an agreement with Iceland. The Government was anxious to negotiate and had said so repeatedly. In the light of the likely change in international law, it was not basing its case on narrow legalistic arguments. It wanted a reasonable agreement which would benefit both sides, for Iceland had much to gain by normalising its relations with Britain and with the rest of the European Community. 'I reiterate', said Mr Peart, 'what has already been made clear by my colleagues: the Government are ready to negotiate with Iceland anywhere and at any time. We are ready to explore opportunities for discussion whenever and however they arise.'

Speaking later in the debate, the Opposition chief front-bench spokesman on agriculture, Mr Francis Pym, said that the Government had been doing its best to come to a new arrangement with Iceland and had made reasonable and positive proposals.

CONSERVATION

Turning to conservation, Mr Peart said that pressure on fish stocks had shown a vast increase in recent years, and he was well aware of the threat that posed to the future of the fishing industry. The conservation of fish stocks was a most serious matter which further emphasised the need for and the importance of international conservation bodies. The North-East Atlantic Fisheries Commission had performed an effective and useful function. He was convinced that satisfactory conservation measures depended on international agreement. Britain had been a leading country in the work of the commission.

Recently Britain had been pressing strongly for effective measures to prevent over-fishing. It had pressed for realistic quotas based on what the stocks could withstand and for tight control of industrial fishing, which too often in the past had led to wasteful by-catches of species needed for human consumption. He believed that significant progress had been made, but it was not a complete success story and there were still some major problems, particularly with North Sea herring which the commission was to consider again very shortly. In addition, there was criticism, which was by no means confined to Britain, of the partial failure to enforce some of the measures and restrictions of the commission. Quota restrictions were still in their early days and some teething troubles were only to be expected.

When limits were extended, it should be possible for policing measures of sovereign states to become more effective. This was a subject on which Britain would seek to focus attention within the European Community.

Mr Pym said in his speech that a larger number of vessels would be required for adequate policing of the internationally agreed fishing quotas which were reported by the industry to be disregarded by other countries.

EUROPEAN COMMUNITY

Mr Peart recalled that in April 1975 he had secured the agreement of the Council of Ministers of the European Community to a general reappraisal of the common fisheries policy (see p 230, 1975). The existing policy provided for common access by member states to the waters under each other's jurisdiction, although derogations had been embodied in the Treaty of Accession.

When fishing limits were extended, it would not be enough simply to apply to new wider fishing zones the system that now applied to the 12-mile limit. The important fishing grounds off the shores of member states which formerly had been on the high seas would fall under the jurisdiction of Community members. The fish stocks in this area were already under pressure and that pressure was likely to increase. Community fishermen had the resources to catch more fish than the waters potentially falling under the control of member states could safely yield. Fish were no respecters of the boundaries of national jurisdiction, and conservation required international action. He was glad to say that the rest of the Community was well aware of the need for the development of Community policy to meet the uncertainties besetting the fishing industry at the moment.

Before definite proposals could be made it was necessary for the Commission of the European Community to carry out a careful study of the circumstances that would face the fishing industries of all member states once the 200-mile limit became general. Mr Peart referred to the two papers prepared by the Commission. The second paper had been issued only on the preceding day and had not yet reached him, so he would not say much at this stage. It included a proposal for a 12-mile belt of coastal water for the coastal fishermen of member states.

He knew that the Commission had grasped fully the importance and urgency of the issue raised for the Community by the changing state of international law. He knew, too, that the Commission was prepared to use its commercial negotiating

strength – which was of course, very great – to protect the interests of distant-water fishing industries. Those were positive points. At the same time, the suggestion that coastal fishermen should have reserved areas of no more than 12 miles at a time when the world in general was moving to 200 miles was very far from being what the industry believed necessary, and he was disappointed with such a proposal.[1]

The Community's fisheries policy must provide adequate safeguards for the industry in Britain. 'New measures for the allocation of the resources available to the Community', said Mr Peart, 'must reflect the extent of the resources around our shores, resources which are, after all, a contribution made by the United Kingdom to the economic wealth of the Community. The safeguards must reflect the special dependence of our fishing ports, where any further decline in fishing opportunities would cause serious economic problems. They must take account of the needs of our consumers and of the size of our distant-water industry and the upheavals which it is likely to face as a result of the general extension of limits.'

Suggestions for Exclusive Zones

Mr Pym said in his speech that a good case could be made out on conservation grounds for a 100-mile limit for each country's exclusive use within a 200-mile outer limit; the British fishing industry wanted such a 100-mile limit. In replying to the debate, the Secretary of State for Scotland, Mr William Ross, said that the industry supported its case by pointing out the vast stocks of fish that would come under British control with the full 200-mile limit; it also said, rightly, that Britain was the biggest producer of fish for human consumption in the European Community. This was what the Government had emphasised and would continue to emphasise in the Council of the Community. It wanted a solution which took account of the fact that nearly 60 per cent of the fish in the Community area would be in British waters; it wanted the right arrangements for the regions where fishing was particularly important.

THE INDUSTRY'S ECONOMIC CONDITIONS

Mr Peart said that the negotiations with the Community on the development of the common fisheries policy in the light of developments in the law of the sea were essentially about access by the industry to fish stocks. However, the industry had to be in a financial state which enabled it to exploit the opportunities open to it. He had fully recognised this in the policy that he had followed on financial aid.

The years 1974 and 1975 had been without parallel in the industry's experience. Steep cost increases, principally of fuel, had been unmatched by quayside prices of fish; as a result, many vessels had been fishing at a loss. The industry had lived on its reserves for as long as possible, for it had enjoyed good fishing previously, but by the autumn of 1974 it had felt obliged to ask for help.

The Government had felt justified in providing temporary aid. But it had left no doubt that the aid had been essentially temporary, to allow time for adjustment to changed circumstances. It had also made clear its view that costs must in principle work through to prices. Nevertheless, it had been criticised for not continuing aid virtually as a matter of course. [Earlier in the debate, the Opposition chief front-bench spokesman for Scotland, Mr Alick Buchanan-Smith, had asked the Government to give short-term help to the industry.] The situation did not justify further aid now. If, however, a case of overwhelming need could be established the Government would be prepared to consider it.

Reference Prices

Whatever decisions were made about short-term aid, the real foundation for a financially successful industry must be the market. The system of reference prices protected the market from the risk of unduly low-priced imports from third countries (see pp 229-30, 1975). The reference scheme had originally covered only fresh and chilled fish, but in May 1975 the Government had negotiated its extension to certain frozen fish so as to give fishermen protection against unduly low-priced imports. Mr Lardinois (member of the European Commission with responsibility for agriculture) had told the European Assembly on 15 January that he would be proposing improvements to the reference price arrangements. Mr Peart welcomed this in principle and his officials were keeping in close touch with the Commission about it.

Imports

In discussing reference prices he did not forget that there was a consumer interest, given that Britain was a net importer of fish. The 15 to 20 per cent of supplies represented by imports were important to the consumer, but it must be recognised that they should not undermine British markets. Generally, they did not do so. Mr Peart agreed, however, with Mr Pym that fish imports did affect British markets at present and that they had been doing so in the recent past. For that reason he had been anxious to get a good reference system approved by the European Community.

Energy

LONG-TERM PROSPECTS

The Secretary of State for Energy, Mr Anthony Wedgwood Benn, described Britain's bright energy prospects during a speech on 17 February at the Overseas Writers' Club in Washington in the United States. Mr Benn said that Britain, unlike virtually all the other major industrial countries, would be self-sufficient in energy within four years. By 1980 production from Britain's commercial oilfields would be between 100 million and 120 million tons a year, equalling internal

[1]At the meeting of the Council of Ministers of the Community in Brussels on 1 March the Foreign and Commonwealth Secretary Mr James Callaghan, made it clear that the 12-mile zone suggested in the paper was not wide enough to be acceptable to Britain.

requirements and making Britain the world's tenth largest oil producer. About 95 per cent of Britain's natural gas was coming from the North Sea and many sources remained to be exploited. The coal industry was engaged in an expanded investment programme for exploration and development (see *Coal*, COI, FSI/15); reserves of coal already identified would last for 300 years at current rates of consumption. Nuclear power produced in Britain had accounted for one-third of world electricity generation by this method, work was proceeding on the next generation of reactors (see pp 280-1, 1974 and 411-12, 1975) and was well advanced on developing fast breeder reactors (see p 412, 1975), and Britain had one of the best teams in the world examining nuclear fusion as a long-term possibility (see p 463, 1973). Large investment programmes were being carried out in all these industries, while new energy sources were being sought and a long-term programme of conservation measures prepared to meet the predicted deficiency in world energy by the 1990s. Mr Benn said that Britain's strength in energy resources offered the country a chance, which it intended to take, to reconstruct manufacturing industry upon which Britain's standard of living would always depend. Britain's energy policy would be developed openly and in conjunction with management and trade unions.

Mr Benn then outlined the role of the oil industry and stressed that the Government wanted a real and equal partnership with the companies in developing offshore oil resources. The Government was seeking voluntary agreements which would give Britain the title to 51 per cent of the oil resources at a fair price 'and a seat, plus real influence and experience, on the operating committees'. Participation negotiations were well under way and good progress was being made with major companies (see below). The British National Oil Corporation (BNOC, see p 201, 1975), established on 1 January 1976, would be the public participant in present and future commercial oilfields.

STATE PARTICIPATION IN OFFSHORE OIL

The Chancellor of the Duchy of Lancaster, Mr Harold Lever, announced in the House of Commons on 26 February that the first agreements securing majority state participation in offshore oil interests had been signed that day (*Hansard*, written answers, cols 301-3). Agreements were concluded by the Government and the BNOC with two United States companies – Continental Oil Company (Conoco) and Gulf Oil Corporation – which, together with their partner National Coal Board (Exploration) Ltd (now a subsidiary of the BNOC), had equal one-third shares in three commercial fields – Thistle, Dunlin and the British sector of Statfjord (see map, p 203, 1975) – and a number of other blocks. The objectives laid down in the White Paper published in July 1974 (*United Kingdom Offshore Oil and Gas Policy*, see pp 279-80, 1974) had been met, while leaving the companies 'financially neither better nor worse off'. Under the agreements the BNOC's title in the offshore licences would be raised from one-third to 51 per cent by assignment of an equal proportion of each company's interests, but subject to their retention of existing obligations and beneficial interests. For example, the BNOC would not provide any additional contribution to costs beyond that arising from its one-third interest through National Coal Board (Exploration) Ltd and the companies would continue to be responsible for capital and operating costs arising from the assigned interest and for the provision of royalty. Similarly the companies would each retain the interest in one-third of the oil produced, but the BNOC would obtain rights to extra oil under an 'option agreement' extending throughout the life of the fields. This would permit the corporation to build up a right to purchase oil from the companies at market prices, supplementing existing rights to oil under the licences. The effect of the agreements was to ensure control for the nation over 51 per cent of oil produced by the group from each field three years after the start of commercial production, rising to 57 per cent after five years.

Mr Lever said that existing arrangements gave the BNOC full access to information and an effective voice in control and the new agreements built on this position. However, they were not a blueprint for future participation agreements and there would be no such standard agreement because of varying circumstances. He said that negotiations had been conducted voluntarily and he wished to express his appreciation of the constructive spirit in which the companies had sought to accommodate the Government's objectives.

AUK OILFIELD

The Auk field has become the third oilfield in the British sector of the North Sea to start production; the first two (Argyll and Forties) began in 1975 (see pp 281 and 444, 1975). The first supplies from Auk were landed by tanker at Middlesbrough (Cleveland) on 24 February. Auk, situated in block 30/16 (see map, p 203, 1975), is one of the smallest fields in the British sector, with an expected peak production of about 2 million tons a year by 1977. Licensees are Shell UK Ltd and Esso Petroleum Co Ltd, each with a 50 per cent share.

NATIONALISED INDUSTRIES AND OFFSHORE RESOURCES

The Government's reply to the report of the House of Commons Select Committee on Nationalised Industries on the exploitation of offshore oil and gas was published as a White Paper on 26 February.[1] It is concerned particularly with state participation, financial control and training.

The Government notes the committee's recognition of the White Paper issued in 1974 (see pp 279-80, 1974) as a clear expression of its philosophy of public sector participation and its belief is still that majority state participation provides the best means for the nation to share fully in the benefits from offshore oil. Among the

[1] *Nationalised Industries and the Exploitation of North Sea Oil and Gas.* Cmnd 6408. HMSO, 22p. ISBN 0 10 164080 3.

Government's aims in participation are the development of a national exploration capability through the BNOC, improvement of its technical and economic knowledge of offshore operations, control over the disposal of a share in oil produced and the securing of a British share in the licences, and participation by the BNOC in decisions on the development of resources. Achievement of these aims will enable the Government to be better informed on the practical aspects of offshore work, so helping in the formulation of policy, and will enable state resources to be allied with the industry's expertise to reinforce offshore development.

The committee had reported that investment by the subsidiaries of the British Gas Corporation and the National Coal Board in offshore exploration appeared to have been subject to less Government control than their main onshore activities and that future investment by nationalised industries (including the BNOC) in offshore operations would require closer supervision by the Department of Energy and the Treasury. The White Paper says that the same principles for investment were applied as for other nationalised industries, but individual offshore projects were not discussed because they formed a small part of the investment programme and were being undertaken by subsidiary companies. The Petroleum and Submarine Pipe-lines Act 1975 provides for especially close contact between the Government and the BNOC, particularly through the appointment of two civil servants to the BNOC's board, the issue of specific as well as general directions by the Government to the corporation, and the payment of the BNOC's revenues into a National Oil Account under Government control. The Act empowers the Secretary of State for Energy to review the BNOC's corporate plans, its annual operating plan and budget, and longer-term plans. In addition, certain activities undertaken by the BNOC require the approval of the Secretary of State (see p 201, 1975).

The Government agrees with the committee that offshore development will require large numbers of graduates with special skills and lists the action which has led to the provision of additional educational and training facilities. Training courses in petroleum engineering for graduates have been established at Heriot-Watt University (Edinburgh) and Imperial College, London, and in petroleum geology at Aberdeen University. The Government has also supported the provision of a variety of postgraduate and senior technician courses in offshore engineering and related subjects at Scottish colleges of advanced further education. Recently established training facilities include the pilot phase of the Drilling Technology Centre at Livingston (Lothian), with courses for drilling engineers and oil rig crew, and the Diver Training Centre at Loch Linnhe (Highland). The Government will keep a close watch on training needs, but it is confident that higher education establishments will continue to respond to requirements, as far as their resources permit.

The Government is aware of the need for regulatory functions, such as the assessment of reserves, conservation policies and the custody and release of licences, but believes that these should remain its responsibility and that it would be impracticable and undesirable for them to be performed by an external regulatory commission.

COAL RESEARCH AND DEVELOPMENT

Sir Derek Ezra, the Chairman of the National Coal Board (NCB), said during a visit on 24 February to the board's Mining Research and Development Establishment (MRDE) at Stanhope Bretby (Staffordshire) that Britain's accelerated mining research and development was 'paving the way', not just for Britain, but for the rest of the world, to the advanced technology required in the industry. Work in progress at the MRDE included two developments expected to produce the next significant advance in productivity: remote and automatic control of mining systems, the eventual introduction of which would be based on the use of small computers; and complete mechanisation of operations at the ends of coal faces. Mining research and development was essential to the success of the NCB's 'Plan for Coal' (see pp 278-9, 1974). The MRDE had 28 contracts for projects receiving support from the European Coal and Steel Community and nine further projects would start in 1976. Community research aid totalled £1·6 million towards the MRDE's total allotted expenditure of £11·6 million.

Road Safety

The Road Traffic (Seat Belts) Bill, which enables the Secretary of State for the Environment to make regulations requiring the wearing of seat belts of an approved type by drivers and passengers in the front seats of vehicles fitted with belts, received its second reading in a free vote in the House of Commons on 1 March (*Hansard*, cols 923-1048). A substantial reduction in road casualties is expected after the regulations have come into force.

Background

The Minister for Transport, Dr John Gilbert, said that the need to give better protection to car occupants had been recognised for many years. Seat belts had to be fitted to cars first registered since 1 January 1965, light vans of up to 1·5 tons first registered since 1 April 1967 and certain three-wheeled vehicles first used since 1 September 1970. The compulsory wearing of seat belts had been considered in the 1960s, but the Government had decided to concentrate on public education and persuasion. Advertising had raised the wearing of seat belts to the present average of just over 30 per cent (40 per cent on motorways) and had more than paid for itself in casualties saved. Legislation providing for compulsory wearing of seat belts had been introduced in 1973 and 1974, but had not been enacted because of the pressure of parliamentary business.

Provisions

The Bill, which applies to Great Britain, amends the Road Traffic Act 1972 to allow the Secretary of State for the Environment to introduce regulations for the compulsory wearing of seat belts, subject to appropriate exemptions. The maximum penalty will be a £50 fine. Dr Gilbert said that the regulations would relate only to those vehicles to which the fitting of seat belts was required, an estimated 90 to 95 per cent of cars and small vans. Discussions would take place on exemptions which might include driving in reverse, local delivery drivers, taxi drivers, medical cases (on which he was ready to be guided by the medical profession), small children and those people physically unable to wear a belt.

Effects

Dr Gilbert said that the fundamental justification for the Bill was the estimated saving in the number of deaths and serious injuries. By wearing a seat belt a traveller in the front seat of a car reduced by at least half the chance of death or serious injury in an accident. The Department of the Environment estimated that if the wearing rate rose to 90 per cent in vehicles fitted with belts – a reasonable objective in the light of the experiences of the many other countries which had introduced similar legislation – about 1,000 deaths and 11,000 serious injuries would be prevented each year,[1] resulting in annual savings of some £60 million in health service costs, police time and lost output. He concluded that the benefits far outweighed the costs of a marginal reduction in personal liberty.

Civil Aviation

Details of the Government's proposals on civil aviation policy, outlined by the Secretary of State for Trade, Mr Peter Shore, in a statement on 29 July 1975 (see pp 368-9, 1975), were given in a White Paper published on 11 February.[2] It lists the routes that British Airways and British Caledonian Airways will exchange, confirms that Laker Airways' *Skytrain* project (see p 110, 1975) will not proceed, and lays down a new policy guidance for the Civil Aviation Authority (CAA).[3] Mr Shore summarised the changes in the House of Commons on 11 February (*Hansard*, cols 442-4).

Exchange of Routes

Mr Shore said that he had had detailed discussions with British Airways, British Caledonian Airways and the CAA on the transfer of routes to consolidate the operators' spheres of interest. Competition in East and Central Africa would be ended; East Africa and the Seychelles would be in British Airways' sphere of interest and Central Africa (including Zambia) in British Caledonian's. British Caledonian's sphere of interest in South America would be extended to the entire continent except Guyana and it would take over responsibility for services to Colombia, Peru and Venezuela from British Airways. The other areas in its sphere of interest would be West Africa, the Canary Islands, Madeira and the Azores, and it would also be able to operate to Atlanta and Houston in the United States when services started. Elsewhere British Caledonian would give up its licences to operate scheduled services to New York, Los Angeles, Boston, Toronto, and Singapore via Bahrain (although it was not running services on any of these routes at present) and charter services to Singapore. Mr Shore said that his objectives had been to reinforce the competitive strength of British airlines, achieve a fair result for both airlines, safeguard employment and produce a long-lasting settlement. He believed that his decisions went a long way towards meeting these objectives. British Airways would be able to plan the development of its services without the uncertainties of dual designation licensing and British Caledonian would have scope for expansion of its long-haul services.

Skytrain

Mr Shore said that he had reconsidered the proposal by Laker Airways for a non-reservation walk-on *Skytrain* service between London and New York, but he remained convinced that the service would generate little new traffic. However, it would add excess capacity and substantially damage British Airways' services, while it would not confer any major benefits on consumers who could take advantage of the wide range of charter services and special fares offered. He had accordingly told Laker Airways that its designation as a scheduled service operator under the air services agreement with the United States would be cancelled. However, he was confident that the airline would continue to build up its extensive charter business, particularly with North America.

Mr Shore said that the position of the other independent airlines was on balance unaltered as a result of the policy changes and he believed that they would continue to make an important contribution to British civil aviation.

Policy Guidance

The policy changes require certain amendments to the policy guidance issued to the CAA in 1972 (see pp 209-11, 1972). The new policy guidance set out in the White Paper was approved by the House of Commons following a debate on 26 February (*Hansard*, cols 635-96). Some of the main points together with the differences from the original guidance are given below.

The guidance continues to be expressed in general terms, allowing the CAA the necessary measure of discretion in working out the details and applying the policy in particular cases. On appeal the Secretary of State for Trade will uphold the CAA's

[1] Provisional figures for total casualties on the roads of Great Britain in 1975, issued by the Department of the Environment on 10 February, showed that there were some 6,330 deaths, 77,100 serious injuries and 240,900 slight injuries.

[2] *Future Civil Aviation Policy*. Cmnd 6400. HMSO, 30p. ISBN 0 10 164000 5.

[3] The Civil Aviation Authority is a statutory body set up in 1972 to be responsible for the economic, technical and operational regulation of the industry, and the provision of air navigation services and the aerodrome navigation services at certain British airports.

decision unless there is clearly a substantial case for doing otherwise. The CAA is expected to inform itself of the public's needs and to take full account of them. It should seek to maximise the British civil aviation industry's opportunities to increase its share of the world market, and should encourage the provision of profitable services by British airlines that will foster the development of Britain's trade and tourism and strengthen the balance of payments. In allocating air transport licences it should consider the suitability of particular airlines to engage in particular types of operation, and the pattern of routes and operations which will bring the greatest benefit to the public and the industry. It should further the maintenance and development of a viable network of scheduled airline services. The CAA should advise the Secretary of State for Trade and others on the provision and development of airports and aerodromes to meet the growth of air services and general aviation. Fare structures should be kept under review so as to promote a sound allocation of resources and the CAA should have regard to the prevailing Government policy on prices. The CAA should maintain a close relationship with the Department of Trade on international relations and make its expert assistance available to overseas governments and others where this would promote British interests including exports of aviation products. It should aim to ensure that a high safety standard is achieved in the construction, maintenance and operation of aircraft and in the use of aerodromes. Guidance is laid down on other matters including air travel organisers' licences, information, research, consultation, and the account that should be taken of environmental and regional aspects.

Main Changes

Most of the main revisions are concerned with air transport licensing. The CAA should not license more than one British airline to provide scheduled services on any long-haul route, with limited exceptions – the main exception being to allow dual designation for the operation by a second airline of a service with *Concorde* aircraft – and on any short-haul international route with the exception of certain flights to and from the London area. British Airways should remain the principal scheduled service operator and British Caledonian Airways the principal independent scheduled airline. The new guidance incorporates the spheres of interest of these two airlines and says that they should be given a strong preference for operating scheduled services within their respective areas. British Caledonian's preference over other airlines in the allocation of licences for non-scheduled services should be restricted to nearly all areas in its sphere of interest. British Airways will be given preference on non-scheduled services to those parts of Africa in its sphere of interest to enable it to build up charter as well as scheduled services.

The White Paper says that the CAA has made good progress towards its objective of recovering costs from its customers and the Government is satisfied that it should be able to recover costs by 1978 except in two areas: the authority's eight airports in the Highlands and Islands of Scotland, the financing of which is to be put on a new basis; and nearly all *en route* navigation services, although a higher proportion of their costs (which account for over half of the CAA's expenditure) will be recovered from 1978. Accordingly the authority is set a similar financial target in the new guidance, that is, of recovering its costs as soon as possible and earning a reasonable return on capital.

On airports policy the new guidance emphasises the need for the authority to have regard to the Government's airports strategy as it evolves, to maintain close liaison with the British Airports Authority and other airport authorities, and to promote traffic at Gatwick. The new guidance lays down that the CAA should seek to ensure that approved tariffs and other conditions are observed by airlines, reflecting the determination of the Government and the CAA to eliminate malpractices which damage both the airlines and travellers. Amendments to the section on the environment and the annex containing directions on air traffic control reflect the greater importance which the Government attaches to the need for the CAA to consider the effects of aircraft noise and other environmental problems. The new guidance says that the authority should take full account of the need to minimise disturbance from noise, vibration and pollution caused by aircraft operations, advise the Government on ways of achieving this objective, co-operate and assist in implementing Government policies to protect the environment, and encourage airline and airport operators to adopt these policies.

Dock Work Regulation

A Bill to reconstitute the National Dock Labour Board as a statutory corporation and provide for a new National Dock Labour Scheme based on new definitions of 'dock work' (see p 171, 1975) was given a second reading on 10 February.

Opening the debate (*Hansard*, 10.2.76, cols 253-382), the Secretary of State for Employment, Mr Michael Foot, outlined the general background of the Bill and explained that the previous dock labour scheme instituted in 1967, which introduced important and far-reaching reforms and largely ended the employment of casual labour in the industry, nevertheless did not recognise all the technological changes [such as the development of container bases at some distance from the docks] which were then going strongly forward. The 'serious weakness' in the way in which the scheme operated, Mr Foot said, turned on the absence of any effective and proper definition of 'dock work'.

Reconstitution of National Dock Labour Board

The Bill provides for the dissolution of the present dock labour board and its reconstitution as a statutory corporation consisting of a chairman, vice-chairman and 12 other members representing port employers, dock workers, trade unions and employers' associations. It also provides for the

new board's finances and for the transfer of functions and property from the old board.

The New National Dock Labour Scheme

Mr Foot explained that the current classification of dock work would be revised and, more generally, developments affecting the performance of dock work would be kept under review. The new dock labour scheme would be framed with a view to securing 'stability of employment for dock workers and the creation and maintenance of a permanent labour force of a size and composition appropriate for the efficient performance of dock work' and securing that 'wherever the scheme is in force and subject only to such exceptions as it may provide, dock work is done by registered dock workers and not otherwise'. In doing so the Government would be carrying out the requirements of the relevant International Labour Organisation convention (see p 41, 1975).

The Bill sought to ensure that all work currently performed as 'dock work' under the 1967 scheme was classified in future as dock work under the new scheme. Specified general port work would be classified as dock work if it were performed in the 'cargo-handling zone' comprising everywhere within five miles (8 kilometres) of the sea or of a major inland waterway opening to the sea. Explaining the choice of a five-mile limit, Mr Foot said that the proposal did no more than take account of the fact that previous attempts to solve the problems of the changing nature of dock work had led to registered dockers working well outside the port; indeed, when a committee of inquiry appointed by the Department of Employment looked at the question of the definition of dock work in London in 1970, it recommended a five-mile limit. The work of dock workers stemmed primarily from the loading and unloading of goods from sea-going ships and had also been concerned in many ports with ancillary operations connected with the movement, storing and handling of these goods; besides, the employers concerned had responded to voluntary efforts to secure jobs for registered dock workers in the way recommended by the Aldington-Jones Committee (see p 179, 1974) by becoming licensed to employ registered dock workers.

In order that in the future account could be taken of developments in the performance of dock work, for example, through further technological developments or changes in the pattern of trade or in the structure of the industry, the Bill allowed for the possibility of the Secretary of State for Employment seeking the views of the National Dock Labour Board as to whether the cargo-handling zone should be extended. At least 40 days would be allowed for those interested to make representations to the board and any Orders would have to be approved in draft by both Houses of Parliament.

In the case of ports outside the National Dock Labour Scheme, the Bill requires all employers there, undertaking third-party loading or unloading of ships within a specified period, to notify the National Dock Labour Board which would decide whether to recommend that the work be classified as dock work and thus be brought into the new scheme. The board would then be required to consider whether the work was such that those employed on it needed training aptitudes and experience the same as, or similar to, those of registered dock workers, and also whether it required for its efficient performance the engagement of a permanent labour force. Very small ports where satisfactory arrangements could not be devised to sustain a permanent labour force would not be brought within the scheme. Following discussions with the Trades Union Congress and several individual unions, the Government had decided that long-established warehousing, storage, packaging and cold storage operations which were not related directly to work transferred from the docks and not connected with port operations, would not be classified as dock work and thus subject to the new scheme; nor would maintenance and other port service staff such as dock gatemen.

The Bill provided safeguards for those employed on work which was newly classified as dock work – who would first be placed on an 'extension register', where they would retain all their existing statutory employment protection, including the right not to be unfairly dismissed; they would then, if still doing 'dock work' and after a period which would vary from case to case, go onto the main register.

Response to Modern Conditions

Winding up the debate, the Minister of State, Department of Employment, Mr Albert Booth, explained that the reason the Government was proposing to bring in a new dock labour scheme was to be found in the technological developments in cargo handling which had taken place since the existing scheme was introduced, in the changes in shipping practices which had taken place, and in the numerous decisions already taken on the legal definition of 'dock work' which had changed the scheme and, if anything, made it less appropriate to modern conditions.

Mr Booth also spoke of the 'extension register' and said that its purpose was to allow for the necessary adjustments to be made and discussions to take place to ensure that with a complete transfer of all those concerned to the register, properly regulated negotiating arrangements would be established; it would also ensure that unions and employers had time to work out between themselves the way in which they wished to make any changes in negotiation and procedure arrangements and to take account of the fact that the employees were becoming registered dock workers.

Opposition Views

The Opposition spokesman on employment, Mr James Prior, claimed that the Bill would 'destroy jobs and create further unemployment' and at best 'provide but a temporary respite from the inexorable pressure' which dock workers would face from the creation of container ports away from the traditional docks. He called for a 'proper governmental inquiry' into the docks which would take account of the great changes that had taken place since 1967.

Mr Cyril Smith, spokesman for the Liberal Party, expressed similar views and argued that the Bill would lead to higher costs which would affect both importers and consumers.

Approved Regional Strategy for East Anglia

Following the publication in January 1975 of the strategy report, *Strategic Choice for East Anglia* (HMSO, £5·50, ISBN 0 11 750726 1*), the Government issued a response on 11 February, entitled *East Anglia Regional Strategy: Government Response to 'Strategic Choice for East Anglia'* (available from the Department of the Environment, 2 Marsham St, London SW1P 3EB). The strategy report for the East Anglia economic planning region[1] was commissioned in 1971 by the Government, the East Anglia Economic Planning Council and the East Anglia Consultative Committee, representing the region's planning authorities. It was drawn up by an independent team of central and local government staff. In formulating its response the Government sought a wide range of views on the report from the general public, public and private organisations and representative bodies of all kinds.

The response, read together where necessary with the strategy report, sets out the approved regional strategy for East Anglia. This will provide local authorities with a framework for the drawing up of structure plans and assist the Government in making policy decisions affecting the region. It is also intended to serve as a guide for other public and private bodies with responsibilities for policies affecting the region.

In the introduction to the response the Government states that it must be recognised that the present adverse economic climate sets very narrow limits on the rate at which some of the proposals of the approved strategy can be developed.

Broad Emphasis of the Approved Strategy

The response begins with a summary of the main points made in both the strategy report and the response itself.

The belief is stated in the strategy report that population growth, which has occurred at a faster rate in East Anglia than in any other region and is expected to continue on the same scale, will place certain pressures on the region. Towns will increase in size and traffic become more congested, causing the region to lose some of its individuality as well as placing stresses on its infrastructure. Fearing that the south and west of the region will attract disproportionate numbers of people and employment opportunities, leaving rural areas and smaller towns increasingly isolated, the strategy report team advocates a more even spread of population growth, to be achieved by developing a number of smaller towns as secondary centres. At the same time the strategy report makes proposals for the development of various public services, mainly in the direction of decentralisation. Recommendations are also made concerning transport, telecommunications, environmental management and regional agencies to co-ordinate planning and public expenditure.

The Government response accepts the view that population growth represents the major problem for East Anglia because it could exert pressure on the region's main assets: its valuable agricultural land and its largely unspoilt environment. The primary duties of planning authorities will be to accommodate the increase in population so that it is compatible with the preservation of these assets. There is no need for new policies to increase or accelerate population growth; existing agreements to accept overspill population from London should proceed as planned. While the need to protect environmental amenities and agricultural land may entail restraints on growth in certain areas, the Government does not believe that this will place undue pressure on the rest of the region. The Government recognises the special problems of rural areas too remote to benefit from the 'spin-off' from urban growth. A general reduction in agricultural employment is one of the factors in the decrease of the economically active population in such areas. Some measures to counteract this trend are provided by the Development Commission, assisted by the Council for Small Industries in Rural Areas. Policies for rural areas generally are currently being reviewed by the Department of the Environment. As for environmental preservation, the Government welcomes the stress laid on this by the strategy report but believes that existing arrangements are adequate to meet East Anglia's needs. Pronouncements on the report's proposals for regional agencies to perform a bridging role between local and central government and to co-ordinate public expenditure must, says the Government, await both its deliberations on the report of the Royal Commission on the Constitution (see pp 433-7, 1973 and pp 203-5, 1974) and the results of the Committee of Inquiry into Local Government Finance (see p 295, 1974).

The Approved Strategy in Detail

Having outlined the central points of the approved regional strategy, the Government makes more detailed statements of its views on the matters raised by the strategy report, under the headings set out below.

Population Growth and Location

The latest official population projections suggest a growth in East Anglia towards the upper end of the range forecast in the strategy report, assumed migration playing a large part in this growth. There are four main types of population growth expected: natural increase; planned overspill from London; retirement to attractive areas in the region; and migration to areas made easier of access by road improvements (including, for example, persons willing to commute to work in London). There may be some diminution in migration of the third and fourth types owing to the prevailing economic situation. Planned migration from London is an important element and should continue as scheduled; but it may not continue throughout

[1] The East Anglia economic planning region comprises the counties of Cambridgeshire, Norfolk and Suffolk.

the whole of the strategy period (15-20 years) at the level experienced in recent years, owing to the decline in the population of London. Flexible policies will be needed to deal with other kinds of migration. The Government is mindful of a body of opinion which believes that the recent rapid growth of population has outstripped the rate of development of the region's infrastructure and that a respite is needed to enable the region to 'catch up'. It would therefore be wrong to advocate policies to promote population growth beyond what is implicit in the planned and voluntary migration movements already referred to. However, it is not intended to inhibit well-judged proposals for growth in individual places. For example, local planning authorities may well consider it advisable to develop small growth points, possibly along the lines recommended in the strategy report. The Government will consider the possibility of further research into the problems of smaller towns and rural areas.

Cambridge is under such pressure to expand that there must be a certain amount of growth there, though restraints will be applied to protect good agricultural land, the historic character of the city and the environmental value of surrounding villages and countryside. The Government does not believe, however, that restraints on growth in the south-west of the region will have a significant effect on the centre and north; they might rather add to pressures on other places at a comparable distance from London. Action may also be needed to protect agricultural land in the Ipswich area.

Employment Prospects and Needs

The Government believes that the strategy report's predictions of rapid growth in manufacturing and office employment may not be fully realised owing to current economic circumstances. The movement of manufacturing employment into the region will be acceptable on a scale which broadly matches the growth in the population of working age, after allowing for growth in established industry. National industrial location policies only favour movements from London to the towns receiving overspill population – Peterborough New Town and the towns involved in Town Development schemes. Industrial movement from other parts of the country is not out of the question, however. The Government commends the strategy report's proposal for studies of employment in Great Yarmouth and Lowestoft, but does not share the report's doubts about the assistance provided by the various governmental training schemes, although it is true that people in rural areas must travel further to reach training facilities.

Agriculture

In view of the region's high degree of agricultural activity – especially arable farming – and the quality of the land, the region's capacity to contribute to the plan to expand food production from the nation's own resources is of great importance. The Government therefore endorses the strategy report's recommendations for the protection of agriculture. It also welcomes the report's emphasis on the management of agriculture within a context of the rural environment as a whole. The Government notes that the reduction in agricultural employment due to mechanisation is slowing down; prospects for alternative employment should be investigated by planning authorities.

Housing

There is little housing stress in East Anglia though there are localised problems in places such as Cambridge, Norwich, some of the older towns and in rural areas. Some increase in building to rent is needed in most areas. The Government has issued advice on the preparation of housing strategies and a long-term review of housing finance is in hand. Legislation on the abolition of tied cottages has been promised.

Conservation, Tourism and Recreation

East Anglia is a special region with a fine countryside and coast, a rich historic heritage and a wide range of tourist attractions and amenities. The Government broadly endorses the strategy report's guidelines for the management of the environment, particularly with regard to agriculture's contribution to the landscape. Local planning authorities should pay due regard to the needs of conservation, preservation and the tourist industry. The whole range of outdoor recreation is to be the concern of a new Regional Council for Sport and Recreation. Existing legislation and administrative arrangements are adequate to deal with most questions of conservation, tourism and recreation, though the Broads area requires a special degree of co-ordination between the bodies and authorities concerned in its management. The Government welcomes studies currently being conducted into tourism in East Anglia.

Transport

The Government does not believe that the transport system is as unsatisfactory as the strategy report suggests. Some of the problems, such as those of rural areas, have a local rather than a regional dimension. A number of road improvements are nearing completion or have been programmed. Rural transport is the subject of a study being conducted for the Department of the Environment.

Telecommunications

The report stresses the problem of social isolation in rural areas. However, the Government regards the information and telecommunications systems envisaged by the report as a solution to this problem as too sophisticated to be realistic, and recommends simpler systems, employing the telephone network, information centres on the lines of Citizens' Advice Bureaux and possibly Post Office services. Research into more advanced systems is not discouraged, however.

Local Authority and Health Services

While accepting the strategy report's recommendations for maximum co-ordination of local authority services, the Government does not agree that new agencies are needed to achieve this end. School accommodation must take priority; the actual provision of it is a matter for local authorities, as is the question of special support for teachers in rural areas. The Government does not accept the strategy report's proposals for a 'federal polytechnic'.

The Government agrees that community care should be promoted as far as is compatible with efficiency. Nevertheless there is a need for more residential institutions for the elderly. The Government believes that the existing machinery for liaison between bodies concerned with health and social services is sufficient for its purposes.

Resources and Finance

The Government reserves comment, for reasons indicated above, on the strategy report's proposals for agencies to co-ordinate public expenditure in the region. It points out that the current economic climate will narrowly restrain new commitments, particularly in the relatively prosperous regions like East Anglia. However, the New Town and Town Development schemes should bring growth-led expenditure to the region.

Monitoring

Arrangements have been made for an adequate system of monitoring the situation and trends in the region and of effecting modifications where necessary to the policies advocated in the approved strategy.

Conclusion

The Government response concludes as follows: 'the publication of *Strategic Choice for East Anglia* and the Government's response mark the completion of a key stage in the regional planning process in East Anglia. This work will now proceed as a continuous monitoring of policies and programmes, with more formal reviews as required. Meanwhile the Government considers that the two documents – the strategy report and the response – have an important role to play in providing guidance for the planning and development of East Anglia.'

The Post Office and European Community Telecommunications

The Post Office and the postal, telephone and telegraph administrations of the other member countries of the European Community are to establish a new network, to be known as Euronet, for the transmission of scientific and research data throughout the Community. The network, sponsored by the European Community, will allow communication of data between incompatible documentation systems and reduce duplication which might arise in the creation of a Community system for the storage of information. Design, planning and implementation of the telecommunications part of the network will be carried out by the Post Office. Formal agreement to establish the telecommunications part of the network was reached by the postal, telephone and telegraph administrations of the European Community countries in December 1975. Acting as a consortium, they authorised the French Department of Posts and Telecommunications to sign an agreement with the Community for this purpose. The consortium set up a management committee to bring Euronet into operation in about two years' time and the committee agreed, at its first meeting on 6 February, on the need for a study contract to prepare a precise definition of the Euronet system.

The Euronet network will serve some 700 data terminals at research centres and other organisations by 1980, allowing immediate access to scientific and technical information stored in 'databases'. Information will be stored on computers in Cologne (the Federal Republic of Germany) and Frascati (Italy) and will cover a wide range of subjects including aerospace, agriculture, chemistry, economics, energy, law, medicine, metallurgy, nucleonics and physics. The telecommunications network will use 'packet switching', a method of data transmission in which data are sent as a series of self-contained addressed blocks of data known as packets. Data terminals will be connected to equipment which will assemble data into packets for transmission to a database and break down packets received from a database into a continuous stream of data. Euronet will be based initially on four 'packet switching centres' in London, Frankfurt, Paris and Rome. Access to databases for users in the Netherlands, Belgium, Denmark and the Irish Republic will be provided as a result of links to the switching centres from 'network access centres' in Amsterdam, Brussels, Copenhagen and Dublin; access will also be provided in Luxembourg, the site of the European Commission's data centre.

SOCIAL AND CULTURAL AFFAIRS

British Council

ANNUAL REPORT

In 1974-75 the British Council spent some £27·6 million in promoting knowledge of Britain and the English language overseas and in developing cultural relations with other countries. Of this, over £25 million was financed by Government grants and the remainder from British Council earnings and donations. In addition, the council administered the expenditure – mainly on behalf of the Ministry of Overseas Development (ODM) – of some £14·5 million on educational aid to developing countries. Details of the council's operations financed by these funds in 1974-75 are contained in its annual report[1] published in December 1975. The report also contains a review of current developments in the council's educational work.

English Language Teaching

One of the main objectives of the council is to promote a wider knowledge of the English language abroad. In this context, the report stated that the council, with its home and overseas bases, had established its position as the world authority on the teaching of English as a foreign or second language, and that Britain was generally acknowledged to be the world centre for the provision of goods and services for this purpose. The council was also the specialist adviser to the ODM in this field, and in developed and richer developing countries it was increasingly becoming the professional agent through which user and supplier were brought in touch with one another.

The report noted several recent developments in English language teaching undertaken by the council. In co-operation with certain university departments in Britain and abroad, the council had been pioneering the development of English for special purposes, with particular attention to those who needed to use English as an instrument of study for science and technology. The University of Birmingham was a consultant in the University of Malaysia English for Special Purposes Project, which was led by a council officer. A more extensive consultancy arrangement involving operational research was being undertaken for the Communication Skills in English programmes at the King Abdul Aziz University at Jedda, and the King Faisal University in Dammam, with which the council had recently signed contracts.

The report also noted that council-run centres and institutes were moving away from the traditional pattern of courses for the learner with only a general interest in English and in Britain. Special attention had been devoted to the institutes during the year, and the aim of the teaching was being directed increasingly to the highly motivated learner who needed to improve his skills in English quickly and for a specified purpose.

Another development recorded in the report was the production, in collaboration with the ODM and the British Broadcasting Corporation, of materials for English language teaching for television and radio broadcasting, and also for institutional use, in developing countries. This scheme, which was now nearing completion, would result in a series of 13 films on the teaching of English as a foreign or second language for teachers in training, and in four series of radio programmes on English for the office, for O-level language and literature courses, and for out-of-school courses in Francophone Africa.

Educational Work in 1974-75

The report stated that at the end of 1974, some 732 teachers recruited or seconded by the council were serving in universities, training colleges or schools, or in advisory posts with ministries of education in more than 80 countries. The council also acted as the overseas administrative agency for about 940 volunteers serving in developing countries under the British Volunteer Programme; and sponsored some 1,180 tours, and cultural and academic exchanges of specialists in a wide range of subjects. Overseas students and visitors to Britain assisted by the council during the year numbered some 26,500; of these, 19,250 came to Britain under the council's own schemes.

Over two-thirds (504) of council-recruited or seconded teachers overseas at the end of 1974 were engaged in the teaching of English. The report noted that the Middle East was the main area where requests for council-recruited teachers increased; the number of posts for schools in Oman increased from six in 1973 to 15 in 1974, while in Saudi Arabia the number of posts increased from ten to 19 over the same period, mainly in the centres for teaching English. Other increases were registered in Qatar, Bahrain and Iran. In South America, an increase in requests brought the number of recruited posts for cultural institutions in Brazil from nine in

[1] *The British Council 1974-75.* HMSO, 50p. ISBN 0 900229 21 7.

1973 to 20 in 1974, and for schools in Peru from 16 to 20.

There were 28 posts financed under the Aid for Commonwealth English (ACE) scheme in 1974, of which 18 were in Africa. The complementary English as a Foreign Language (EFL) scheme, which operates in non-Commonwealth countries, began in 1972-73, and eight posts were in existence in 1974 – in Ethiopia, Singapore, Senegal, Bahrain, Pakistan, Brazil and Colombia. Projects under the Aid to Commonwealth Teaching of Science scheme, financed by the ODM (as also are the ACE and EFL schemes), numbered 12 in 1974, of which seven were in Africa.

Libraries and Books

At the beginning of 1975 the council was running 134 libraries (13 jointly with the British Information Services) in 62 countries, and a further 42 libraries were associated with it. During the year over 195,000 books were supplied to these libraries, which lent more than 5·2 million books to over 364,000 readers. In addition, nearly 179,000 books were presented to universities, colleges, schools and similar institutions in 99 countries overseas. Assistance to libraries in developing countries was a major activity; since the ODM's Book Presentation Scheme began in 1971 some 573,000 books have been supplied to 1,725 institutions in 102 countries at a total cost of over £1 million.

During the year, the former Public Library Development Scheme, under which advice and financial assistance was provided for establishing and organising public library systems, was re-designated the Library Development Scheme, and its scope widened. Among major projects assisted during the year were the establishment of three branch libraries in Lusaka, Zambia, the provision of basic book stock and training awards for the new Malta public library, the supply of library equipment and book stock for the Seychelles public library and the setting up of a regional branch library at Mbeya, Tanzania. Other projects were undertaken in Malaysia, Sierra Leone and Swaziland and an exploratory tour of the Caribbean area was made.

Book and periodical exhibitions organised by the council in 1974-75 numbered 310, compared with 249 in 1973-74. At these exhibitions, a third of which were held in Europe, over 120,000 books were displayed. Exhibitions concerned with the teaching of English were arranged in 27 countries, while other exhibitions were concerned with a wide range of topics, including children's books, archaeology, modern English literature, and science and technology.

The Arts

During the year the council sponsored 16 separate drama and ballet tours, and supported 33 music and opera tours. In 1974 the council created a Literature Department with responsibility for developing all aspects of council work in stimulating the study and appreciation of British literature. In the visual arts, the council was associated with some 40 exhibitions of paintings, sculptures, prints and other works of art, displayed in over 60 galleries overseas. In addition, nine documentary and photographic exhibitions toured 16 countries during 1974-75.

DOCUMENTATION

(Documentation excludes publications referred to in Survey articles)

Government and Administration

The Monarchy. COI, FSB/B11.

The British National Anthem. COI, SN5239.

Trooping the Colour. COI, SN5420.

Britain's Parliamentary Commissioner for Administration. COI, SN5872.

Parliamentary Commissioner for Administration: Annual Report for 1975 (Second Report, Session 1975-76). HMSO, 40p. ISBN 0 10 214176 2.

United Kingdom Government Ministers. COI, SN5657/2.

Seychelles Constitutional Conference 1976 (see p 67). Cmnd 6409. HMSO, 28p. ISBN 0 10 164090 0.

Anguilla (Constitution) Order 1976. (SI 1976 No 50. HMSO, 50p. ISBN 0 11 060050 9.)

Economic and Scientific Affairs

Devolution (Scotland and Wales). On 5 February the Paymaster General, Mr Edmund Dell, published a series of statistics providing the statistical criteria on which he had based his judgments in the debate on the Government's devolution proposals on 19 June 1975 (*Hansard,* cols 925-38). They refer generally to Great Britain, England, Scotland and Wales and cover identifiable public expenditure per head; regional industrial policy expenditure 1974-75; relative earnings in Scotland and Wales; unemployment; employment effects of regional policy in Scotland and Wales; employment associated with North Sea oil; and the balance of trade. *Hansard,* written answers, cols 709-18.

Yorkshire and Humberside Regional Strategy Review 1975: The Next Ten Years. A report by the Yorkshire and Humberside Economic Planning Council. HMSO, £2·50. ISBN 0 11 751002 5.

Employment Protection Act 1975 (see p 92). From 20 April an employee who loses his job when his employer becomes insolvent will be able to claim through the Redundancy Payments Fund (see pp 320-1, 1974) arrears of pay up to a rate of £80 a week for a period not exceeding eight weeks; holiday pay up to a rate of £80 a week up to a limit of six weeks; pay in lieu of notice up to the statutory minimum entitlement (under the Contracts of Employment Act 1972) at a rate not exceeding £80 a week; any payment outstanding in respect of a basic award (by an industrial tribunal) of compensation for unfair dismissal; and reimbursement of apprentice's or articled clerk's fees. No qualifying period is necessary before an employee becomes eligible and the provisions apply to almost all people in employment. Department of Employment press notice, 11.2.75.

Employee Participation and Company Structure in the European Community. Supplement to Bulletin of the European Communities No 8, 1975. The document (a Green Paper) recommends that a dualist board system and employee participation on the supervisory board are valuable and realistic objectives, and that action should be taken on the associated issue of employees' representative institutions, such as works councils. To reach these objectives, it strongly endorses the need for maximum flexibility in each member state and proposes that they be approached in stages. The Government's final position on the document will not be known until the Committee of Inquiry on Industrial Democracy (see p 321, 1975) has completed its examination and report. Available through HMSO, £1·50, ISBN 0 11 935194 3.

Workplace Industrial Relations 1973. An inquiry carried out on behalf of the Department of Employment by the Office of Population Censuses and Surveys. HMSO, £4·50. ISBN 0 11 700810 9.

Industrial Tribunals. An explanation of the working of industrial tribunals, set up under the Industrial Training Act 1964, and their growth, responsibilities and procedures is given in *Employment News 29,* available free from Department of Employment (INF 3), 12 St James's Square, London SW1Y 4LL.

New Earnings Survey 1975. Part D. Analyses by occupation. Department of Employment (see also p 496, 1975 and pp 44-5, 93). HMSO, 80p. ISBN 0 11 723799 X.

Review Body on Doctors' and Dentists' Remuneration. Third Supplement to Fifth Report 1975. The supplement makes further recommendations on the

payment of extra duty allowances (see pp 420-1, 1975). Cmnd 6406. HMSO, 28p. ISBN 0 10 164060 9.

Royal Commission on the Distribution of Income and Wealth. Background Paper No 2, Analysis of Managerial Remuneration in the United Kingdom and Overseas. A report by HAY-MSL Limited. Background Paper to Report No 3 (see pp 77-81). HMSO, 90p. ISBN 0 11 730069 1.

Construction Industry Manpower Board. Mr John Silkin, Minister of Planning and Local Government, has announced the setting up of the board to advise the Government on the effect of measures designed to tackle the abuses of the 'lump' (see pp 197, 365, 1975) and about other measures which would increase stability of employment in the construction industry. *Hansard,* 12.2.76, written answers, col 359.

Technical Education and Training Organisation for Overseas Countries. Annual Report 1974-75. Council for Technical Education and Training Overseas, Grosvenor Gardens House, 35-37 Grosvenor Gardens, London SW1W 0BS.

Consumer Safety – A Consultative Document. This review by the Department of Prices and Consumer Protection of all aspects of consumer product and home safety within the department's responsibility considers the present arrangements and discusses ways in which they might be strengthened and improved. It puts forward a list of proposals for consultation and gives an opportunity for all those interested to express their views. Cmnd 6398. HMSO, 55p. ISBN 0 10 163980 5.

Collection of Information on Accidents in the Home. The Department of Prices and Consumer Protection in this document outlines its proposals for an accident surveillance system and gives a brief analysis of the results of a pilot study in this field. The study showed that information collected on how accidents occur in the home, what products are involved and other circumstances at the time can lead to greater product safety. Available from Consumer Safety Unit, DPCP, 1 Victoria Street, London SW1H 0ET.

Areas for Expansion. Contains information on the assisted areas in Britain designed to encourage manufacturing industries to move into and/or expand within them. Available free from the Department of Industry, 1 Victoria Street, London SW1H 0ET.

Department of Industry: The Economics of Industrial Subsidies. Publication of the papers and proceedings of a conference on the economics of industrial subsidies held at the Civil Service College, Sunningdale, in February 1975. The areas covered are classified as the reasons for, objectives and effectiveness of, subsidies; economic analysis of subsidies to labour, capital and research and development; and the problems of quantitative estimation of the effects of industrial subsidies. HMSO, £5·50. ISBN 0 11 511638 9.

Manufacturing Industry's Capital Expenditure by Regions. Quarterly figures of manufacturing industry's estimated capital expenditure by regions were published for the first time in January by the Department of Industry. The estimates are based on returns from a sample of firms, mainly the larger ones. Department of Industry press notice, 23.2.76.

Office Relocation, Facts and Figures, LOB Statistical Handbook 1975. Published by the Location of Offices Bureau, 27 Chancery Lane, London WC2A 1NS, £1·50.

Changes in the Operation of IDC Policy. Mr Gregor MacKenzie, Minister of State at the Department of Industry, has announced the introduction of an experimental scheme enabling industrial development certificates to be granted in certain circumstances and subject to certain conditions for speculative industrial redevelopment of old industrial sites containing obsolete industrial premises outside the assisted areas. The scheme will be reviewed after two years. Department of Industry press notice 26.2.76.

Final Report of the Advisory Committee on Falsework. The report follows an interim report on falsework (see pp 194-5, 1974) and contains recommendations on procedures to be followed in such matters as design, research and training. The report recommends that on all sites the contractor or construction organisation should appoint a properly qualified Temporary Works Co-ordinator whose duties would be to ensure that all procedures have been followed, that all checks and inspections have been carried out and that any modifications or changes have been properly authorised. Health and Safety Executive. HMSO, £2. ISBN 0 11 880347 6.

Report on the Census of Distribution and other Services 1971. Part 12: Area Summary Figures. The report summarises data provided in the ten area analyses of information from the 1971 Census of Distribution (see p 295, 1975). The statistics cover Scotland, Wales and each of the eight standard regions of England. Published in the Business Monitor Series (SD21). HMSO, £2. ISBN 0 11 511115 8.

Imports of Captive Birds. Safeguards against disease in imported birds are contained in the Importation of Captive Birds Order 1976, which requires that from 1 March all imports of captive birds be accompanied by, and subject to the conditions of, a licence issued by the Ministry of Agriculture, Fisheries and Food or the Department of Agriculture and Fisheries for Scotland. The new measures are designed to counter the risk to poultry flocks of introducing virulent strains of disease, especially Newcastle disease. There will be special provisions for international pigeon-racing and small consignments of imported birds. The order applies to all species of birds except poultry, importation of which is regulated separately. (SI 1976 No 189. HMSO, 20p.)

Nuclear Power Stations. The first two commercial advanced gas-cooled reactor (AGR) stations, Hinkley Point 'B' (Somerset) and Hunterston 'B' (Strathclyde), began supplying power to the national grid in February. *Trade and Industry,* 13.2.76.

Standing Committee on Water Treatment. The National Water Council has decided, in consultation with the Department of the Environment and the Water Research Centre, to set up a new Standing Committee on Water Treatment, of which a sub-committee is to be known as the Desalination Committee. *Hansard,* 1.3.76, written answers, cols 412-3.

Safety in the English Channel. The Anglo-French Safety of Navigation Group, an official group consisting of representatives of British and French Government departments, is to extend its coverage on the surveillance of marine traffic from the Dover Strait to the whole of the English Channel. In addition to its objective of improving safety of navigation and minimising the effects of accidents, it will study common problems of search and rescue operations and pollution clearance plans of the two countries. Department of Trade press notice, 23.2.76.

British Airways: The Merger of BEA and BOAC. First Report from the Select Committee on Nationalised Industries, Session 1975-76. HMSO, £2. ISBN 0 10 205676 5.

The Post Office's Letter Post Services. Second Report from the Select Committee on Nationalised Industries, Session 1975-76. HMSO, £2·45. ISBN 0 10 207376 7.

Intelsat IVA. On 1 February the world's largest communications satellite – Intelsat IVA – launched in September 1975 from Cape Canaveral, Florida, and stationed 22,300 miles above the Atlantic, was brought into service. There will eventually be six Intelsat IVAs serving the world. Each is capable of carrying some 6,000 telephone calls plus television signals simultaneously, nearly twice as many as the generation of satellites they replace. Launching of a further generation – Intelsat Vs – with double the capacity will start in 1979. Intelsat, in which Britain is the second largest shareholder after the United States, was set up in 1973 to replace a similar consortium set up originally in 1964. Post Office press notice, MN 25, 2.2.76.

Fellowship of Engineering. A Fellowship of Engineering, envisaged as complementary to the Royal Society and forming an independent and authoritative forum of eminent engineering opinion, was announced by the Duke of Edinburgh on 10 February at the tenth anniversary celebration of the Council of Engineering Institutions of which he was the retiring president. More than 130 eminent engineers have been invited to become founder members, of whom more than 70 are already Fellows of the Royal Society. Up to 1,000 further Fellows are to be elected but not more than 60 in any one year. Council of Engineering Institutions press release PR 7/76, 13.2.76.

National Maritime Institute. On 16 February the Secretary of State for Industry, Mr Eric Varley, announced that he had set up a National Maritime Institute within the Department of Industry to take over the work at present carried out by the Maritime Science and Ship Divisions of the National Physical Laboratory. This includes work concerned with safety, including sea wave and wind loading effects on offshore structures, and with support for Britain's shipbuilding, shipping and offshore interests. Department of Industry press notice, 47, 16.2.76.

Towards Cleaner Water. Report of a Second Rivers Pollution Survey of Scotland. HMSO, £5·90. ISBN 0 11 491355 2.

Water Pollution Research 1973. Report of the Director of Water Pollution Research. HMSO, £2·55. ISBN 0 11 470558 5.

Sixteenth Progress Report of the Standing Technical Committee on Synthetic Detergents. New chemicals introduced into domestic detergents will in future be subject to screening under a new arrangement between the Government and the detergent industry. HMSO, 65p. ISBN 0 11 751005 X.

Social and Cultural Affairs

Guaranteeing Human Rights. In a speech to the Birmingham Law Society the Home Secretary, Mr Roy Jenkins, discussed some of the questions raised by the adoption of a legal guarantee of human rights – a matter that had caught the attention of an increasing number of lawyers and politicians in Britain, particularly over the past few months – and said that the Government had undertaken a study of the implications of this important subject. Home Office press notice, 12.2.76.

Playgroups The Government is increasing the annual grant from the Department of Health and Social Security to the Pre-School Playgroups Association to £161,000, nearly double its previous level. Department of Health and Social Security press notice, 10.2.76.

Teaching Appointments in England and Wales. Notes for Overseas Teachers. A leaflet which outlines the conditions relating to employment of teachers in England and Wales and gives advice to overseas teachers who are interested in applying for teaching posts. Available free from Information Branch, Department of Education and Science, Elizabeth House, York Road, London SE1 7PH.

Statistics of Education 1973, Vol 6. Universities. HMSO, £6·50. ISBN 0 11 270364 X.

First Destination of University Graduates 1973-74. Contains a statistical review of the pattern of careers followed by university graduates immediately after graduation. HMSO, £1·85. ISBN 0 11 700293 3.

Safety in Further Education. The fifth in a series of safety booklets produced by the Department of Education and Science, aimed to encourage safety at colleges and to promote students' knowledge of safety for use in later life. HMSO, 90p. ISBN 0 11 270321 6.

Adult Literacy Campaign. Subject to parliamentary approval, additional funds will be made available for the next two financial years to the Adult Literacy Resource Agency which began work in March 1975 (see p 493, 1974). The extent of the funds will relate to the programme of work to be agreed between the agency, local authority associations and the voluntary National and Scottish Institutes of Adult Education. *Hansard,* 26.2.76, written answers, col 329.

The Duke of Edinburgh's Award Scheme. COI, SN6002.

The Facts of Racial Disadvantage: a National Survey by David J. Smith. The fourth of a series of reports by Political and Economic Planning (see pp 298 and 451, 1974 and p 422, 1975) resulting from a survey among people of West Indian and Asian origin living in Britain designed to find out how far minority communities are at a disadvantage compared with the rest of the population. The report contains wide-ranging findings on employment and housing and shows that the balance of opinion among minority groups is that there has been some improvement in their position. PEP, 12 Upper Belgrave Street, London SW1X 8BB. £5·80.

Accommodation for Gipsies. The Minister for Planning and Local Government, Mr John Silkin, has asked the Chairman of the Countryside Commission, Mr John Cripps, to study and report on the effectiveness of arrangements required under Part III of the Caravan Sites Act 1968 (see p 295, 1968 and p 186, 1970) to secure adequate accommodation for gipsies in England and Wales. (The main provision of this part of the Act imposes a duty on county and London borough councils to provide sites for gipsies residing in or resorting to their area.) *Hansard,* 26.2.76, written answers, cols 314-5.

Welsh Television Channel. Although the Government has accepted in principle the recommendations for a Welsh language service on a fourth television channel in Wales (see pp 495-6, 1974), it has carefully considered the costs that would be involved (see pp 491-2, 1975) and has decided that implementation cannot go ahead in the present economic circumstances. The Government intends to review the situation at the end of the financial year 1976-77. *Hansard,* 19.2.76, written answers, col 788.

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